The information in the following document was compiled by an external consultant based on input and opinion from a wide variety of sport, recreation and physical activity stakeholders. The opinions expressed are that of external stakeholders. The recommendations are those of an external consultant. The Office of Health Promotion's Sport and Recreation Division accepted this final report as opinion and will consider its recommendations in future planning. The entire report has been shared with stakeholders and interested publics.

FINAL REPORT

Strategic Audit
of the
Sport and Recreation Division
Nova Scotia Office of Health Promotion

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March 1, 2004

Farida Gabbani
Sport and Recreation
Division
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Halifax, Nova Scotia B3J 2V2

Dear Ms. Gabbani:

RE: Strategic Audit of the Sport and Recreation Division of the Nova Scotia Office of Health Promotion – Final Report

I am pleased to present our Final Report for your consideration.

Yours truly,

Jeff MacArthur
MANAGER – HALIFAX

cc: Scott Logan
cc: Allan MacMaster

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1.0 Background

1.1 Events Leading to the Study

What is now known as the Sport and Recreation Division of the Office of Health Promotion began over 25 years ago as the Nova Scotia Department of Recreation. The Division has been located under various ministries, undergone changes in name, and in December, 2002, became part of the newly formed Office of Health Promotion as the Sport and Recreation Division. The Office of Health Promotion was created to give greater focus to improving the health and well-being of Nova Scotians, and has as its key areas of focus: Physical Activity (Sport and Recreation); Tobacco Control; Injury Prevention; Healthy Eating; Addictions; Healthy Sexuality; Communications/Social Marketing; and Chronic Disease Prevention.

The formation of the Office of Health Promotion signaled an enhanced commitment to healthy lifestyles by the Government of Nova Scotia. Nova Scotia has among the highest rates of illness and disease in Canada, and demands on our health care system are increasing. Sport and recreation are key areas in promoting physical activity that can help prevent illness and chronic disease before costs, human and financial, are incurred.

The Sport and Recreation Division is headquartered in Halifax, with six regional offices across the province. The Division has fifteen professional staff in addition to three full-time and six part-time (i.e. secretarial support for the six regional representatives) administrative staff. More than 70% of the Sport and Recreation Division's $6.5 million budget is disbursed to provincial and community organizations.

In February 1995, the then-Ministers responsible for recreation and sport in Canada recognized the major health risks attributable to sedentary lifestyles and unanimously agreed to collectively channel resources to help combat problems typically associated with physically inactivity. In 1997, the release of the federal document Physical Activity Benchmarks set the stage for various active living initiatives across Canada.

Much of the focus on physical inactivity of late can be directly traced to the escalating health care costs related to chronic disease and inactivity. In 1998/99, 62% of Nova Scotians had been diagnosed with some kind of chronic disease, considerably higher than the national rate of 54%. Furthermore, 45% of Nova Scotians are physically inactive and 25% are overweight, the two primary risk factors (with smoking being the third) for chronic disease[1]. Over time, the gap between morbidity (onset of illness) and mortality (death) is widening, and this is resulting in more of our population spending more of their time in the health care system. Although the cost of chronic disease is very high, a large proportion of these costs are preventable, and dealing with root causes is cost effective.

Over the years, Nova Scotians have engaged in a number of consultations about health and health reform. In 1992, these consultations led to the development and acceptance of Nova Scotia's Health Goals. These goals focus on: promoting and improving the health of all Nova Scotians (Health Promotion); making Nova Scotia a safe and healthy place to live (Healthy Environment); supporting the efforts of individuals, families, and

[1] "A Chronic Disease Profile of Nova Scotia", PHRU, Dalhousie University, 2002.

communities to lead healthy lives (Healthy Living); ensuring that the resources needed to support health care are managed wisely and fairly (Management); involving Nova Scotians in decisions affecting health (Participation); and ensuring that all Nova Scotians have the opportunity to achieve health (Social Justice).[2] Although these goals were endorsed by the Province in 1992, they lapsed when the Provincial Health Council became dormant, though this commitment was renewed in 1999. However, ten years after the Health Goals were first adopted, 63% of Nova Scotians felt that the quality of health care was worse than five years earlier, while in 1992, only 14% felt that the quality of Nova Scotia health care had deteriorated[3].

The desire of people to participate in well-planned and well-promoted physical activities has been shown through events such as the 10,000 Nova Scotia students who participated in International Walk to School Day in early October 2003. Other initiatives such as the Nova Scotia Outdoor Leadership Development Program, Trails Nova Scotia, and Active Kids, Healthy Kids, all provide further evidence of the utility of programs and partnerships in sport and recreation. The value of partnerships is further evidenced through the successful SummerActive campaign (2003 had 50% more registrations across Canada than 2002), which brought together the Office of Health Promotion, the Heart and Stroke Foundation, and Health Canada.

This Strategic Audit is very important in ensuring that the Division's mandate is accomplished effectively and efficiently, with the proper human resource support.

1.2 The Current Study

The increasing realization that enhanced physical activity can substantially reduce healthcare costs, together with the recent formation of the Office of Health Promotion, provide a timely opportunity to evaluate the current staffing situation within the Sport and Recreation Division and to ensure a comprehensive, integrated approach to sport and recreation delivery within the Nova Scotia health promotion environment. This initiative should support the Office's mandate of "providing policies, programs, and services to maintain, enhance, and create quality sport, recreation, and fitness opportunities that improve health and contribute to the social and economic well-being of all Nova Scotians and is accomplished effectively and efficiently, with the proper human resource support"[4].

This project is to ascertain if/how existing Sport and Recreation Division functions support the Office of Health Promotion and to determine staffing/human resource requirements to support those functions. Specific attention has been paid to increasing physical activity across the province as a core objective within the Division.

In November 2003, MacArthur Group Inc. was retained to undertake the current study, with direction being provided by a Management Committee.

The study process has consisted of the following:

- group and one-on-one meetings with the Management Committee;

[2] http://www.healthcouncil.ns.ca/what/goals.html
[3] Third quarter 2001 Report, Corporate Research Associates Atlantic Omnibus Survey
[4] http://www.gov.ns.ca/src/services/index.htm

- group and one-on-one meetings with all Sport and Recreation Division staff across Nova Scotia;
- review of secondary research across Canada and internationally to determine approaches in other jurisdictions and available best practices;
- review of reports and other information specific to sport and recreation in Nova Scotia;
- broad-based regional focus groups in all six regions (up from the three originally proposed in the RFP);
- other focus groups with elected officials at the municipal level, recreation professionals, and community groups;
- one-on-one meetings and other communications (e.g. telephone, e-mail) in Nova Scotia and elsewhere;
- progress and final reports to the Management Committee.

Though the original RFP specified only three regional focus groups, it became apparent after meetings with stakeholders within and outside of the Sport and Recreation Division that this level of consultation was probably too limited to ensure the necessary stakeholder buy-in. Given this feedback, MacArthur Group Inc., with agreement from the Management Committee, more than doubled the number of regional consultations.

Throughout the study process, the consultant team has received a high level of interest and input from all stakeholders. We are confident that there is a strong consensus across Nova Scotia as to what is required to make the Sport and Recreation Division more effective and efficient in its role as the Province's lead agency in physical activity, sport, and recreation.

2.0 Consultations

2.1 Overview

As described in Section 1.2, there have been extensive consultations with Sport and Recreation Division staff and with many other key stakeholders across the province (see Appendix 3 – Consultation List). Out of these consultations have come a number of issues and related conclusions that are important to the sport and recreation delivery system in Nova Scotia and specifically to the delivery system within the Sport and Recreation Division.

It is important to note that there has been great interest and some concerns relating to this study. The interest was evident across the province by the excellent attendance at focus groups and by the high positive response rates from those invited to attend such sessions. It is obvious that sport and recreation activities are an important part of the lives of many Nova Scotians, and there is strong support province-wide for an enhanced physical activity agenda.

While an enhanced physical activity agenda is strongly supported across the province, there is a number of accompanying concerns. These include the view by many that an enhanced physical activity agenda must not be at the expense of other non-physical activity components of recreation; that an enhanced physical activity agenda will require enhanced financial, volunteer, and other resources – all of which are in scarce supply; that an enhanced physical activity agenda obviously supports a major health objective but that the Sport and Recreation Division should not become further integrated with the Department of Health; and flowing from the previous concerns, sport and recreation may provide a health outcome, but there are other important outcomes that are not health related. It is these other outcomes that play a large role in participation levels and in volunteer and community support.

In summary, this study is of great interest to many Nova Scotians. There is also a high degree of consensus among stakeholders as to an appropriate path in achieving the study's objectives and in advancing physical activity in Nova Scotia.

2.2 Key Findings and Conclusions

As mentioned in the previous section, stakeholders across the province have a fairly consistent view of what needs to result from this study in order for Sport and Recreation Division to play its optimum role and for an enhanced physical activity agenda to be embraced by other key stakeholders.

1. *This report should be public.*

   There is a great interest across the province in this study. There is also a concern in some quarters that over the past many years government has either not sufficiently consulted with, or listened to, stakeholders. Throughout the course of our meetings a recurring request was that the study be made public so that respondents would know for themselves that their voices were heard, and also because they are interested to learn how Sport and Recreation Division will deliver its future responsibilities in an optimal fashion.

2. *Significant new, additional resources are needed.*

   It is a common view that Sport and Recreation Division, and the entire sport and recreation delivery system, cannot take on additional activities without additional resources. If the physical activity agenda involves substantial new activity, there must be equally substantial dollars to accomplish the task. Respondents urged that new physical activity funding not come from existing sport and recreation system funding. It should be new money; it should be substantial; and it should come from the health system and/or other beneficiary departments of government. Additionally, we have been told that if the province demonstrates this kind of leadership and commitment, municipalities and community groups will do their best to provide their increased share.

3. *Government needs to get its own house in order.*

   It is a commonly held view that the Government of Nova Scotia has departments/agencies that are not sufficiently responding to the physical activity needs of the province. For example, virtually every meeting and focus group noted that, although the Province now has a community access to schools policy, it appears to be no easier to access many schools than it ever was. Similarly, according to a recent Ipsos Reid survey, over 94% of Canadian parents support mandatory physical activity in schools from grades one to twelve, yet the Nova Scotia school system is not seen as responding to this need. As another, but far less frequently cited example, Department of Natural Resources is sometimes very supportive of physical activity initiatives such as trails, but sometimes it takes many months or years for them to make decisions on some of these potential projects.

   There can be more support for physical activity initiatives from municipalities and community groups if the Province is perceived as being supportive across all relevant government departments. At present it can be frustrating for volunteer groups and municipalities to be developing physical activity and other recreation programs but have apparent roadblocks put in their way in terms of school access and other issues.

4. *Future financial downloading and lack of ongoing financial commitment from the Province should stop.*

   It is recognized that, particularly since 1993, the federal government has downloaded some of its prior financial responsibilities to the Province. The Province is perceived as also downloading some of its responsibilities to municipalities. It has been pointed out that increasingly there is no one left to download to in the system. The example is given of the Sydney area, where the Cape Breton Regional Municipality has had to reduce some recreation services because of fiscal realities, the Sydney area community groups (such as Lions Clubs) no longer have the same capacity as they did before the casino and the VLT's arrived (with those profits leaving the region), and local businesses are suffering "donor fatigue." There is sometimes simply no one left to go to for funding for important projects.

   It is a common view that substantial new money must come into the system with the Province playing the lead role. If the Province does its part then other key stakeholders can likely also find additional resources.

On a related matter, there were many examples cited in the focus groups of government funding of pilot projects that worked extremely well, but at the end of their term there was no funding to continue the project. The point is made that, if government can't provide sustainable funding for physical activity projects that have proven themselves (e.g. Valley project to encourage physical activity participation at school by inactive children) then how can it be counted on to financially support other projects? And, if it does provide initial support, will it then drop out leaving other stakeholders to carry on? The essential point being made by stakeholders is that sustainable funding must be available for quality projects.

5. *There needs to be improved collaboration and inclusion among government departments and key stakeholder groups.*

   Just as government must get its own house in order, there is a need for Sport Nova Scotia and Recreation Nova Scotia to work collaboratively with each other to advance the physical activity agenda, and they, as the lead organizations for sport and recreation in the Province, should work more closely with government so that government and the two key provincial organizations are seen as all working towards the same goal. By minimizing duplicated services and efforts amongst these organizations, additional resources could be freed up to further enhance the sport and recreation system itself. Clarifying and collectively reviewing the respective mandates and day to day tasks of each organization could be helpful in this regard.

6. *Sport and Recreation Division needs to focus on achieving physical activity outcomes and let the community decide how the outcome can best be achieved.*

   Even with currently limited Sport and Recreation Division program budgets, and particularly if physical activity program budgets are increased, there is a need for Sport and Recreation Division to ensure that criteria are as flexible as possible. The case is made that too often programs are designed in Halifax, with restrictive criteria that cause a community to have to design a project that fits the criteria, often with lesser (physical activity) outcomes than would have been the case if the community could have addressed the area of greatest opportunity.

7. *Physical activity interventions should not be at the expense of the rest of the recreation model or the rest of the healthy living agenda.*

   It is a great concern of respondents that an increased physical activity agenda will happen "on the backs" of the rest of the recreation system. There is also apprehension in some sport quarters that an enhanced physical activity agenda could compromise other fundamental components of sport, such as competition and skills development. While these are reasonable concerns, there seems to be considerable confusion amongst stakeholders about the high degree of connection between sport and recreation, and physical activity. When taken in its broadest sense, the new physical activity mandate touches almost all of the existing program areas of the Sport and Recreation Division. That said, it will be important to ensure that an enhanced physical activity agenda is accomplished without compromising existing sport, recreation, or more general healthy living activities.

8. *Sport and Recreation Division does not require significantly larger staff numbers.*

   Respondents would like to see some staffing/resource adjustments, but they do not see the need for a larger "bureaucracy". It was pointed out in several focus groups by knowledgeable sources that the existing complement of Sport and Recreation staff could likely administer substantially more program dollars than it does now, although it is recognized that there is little, if any, excess capacity to provide additional advisory and other support services to municipalities and the general community.

9. *Regional offices are working well, but several are operating at full capacity or beyond.*

   The regional offices are regarded as an essential feature of the Sport and Recreation Division delivery model. The regional representative is a very important resource to municipal and community groups across the province. Two of the regions in particular (Valley and South Shore) are extremely active and are playing a lead role in many sport and recreation initiatives, while Cape Breton region has other issues, including a very large territory and population of almost 150,000, that may be a factor in making similar results more difficult to achieve.

10. *Areas needing greater focus in Sport and Recreation Division are: information sharing, evaluation, capacity building, and attention to disadvantaged groups.*

    Stakeholder perceptions are that there is no provision in the Nova Scotia sport and recreation delivery system for information sharing. Innovative and relevant projects are happening in all parts of the province (and beyond), but there seems to be no mechanism to gather and disseminate that information. It is a common view that there needs to be a source to go to for information on best practices in physical activity, or interesting projects, or how to source information/data on physical activity, etc. Similarly, there appears to be no formal evaluation responsibility within the Nova Scotia sport and recreation delivery system. Several focus groups cited pilot projects that anecdotally they know worked well, but there was not a resource that could assist them by advising how to appropriately monitor and evaluate their projects. Likewise, there appears to be a need for more rigorous evaluation of Sport and Recreation Division's own initiatives in order to assure, in consideration of its limited resources, that it is affecting desired outcomes and reaching target groups in the most effective manner.

    There is a major need for capacity building (i.e. "the development, fostering, and support of resources and relationships ... at individual, organizational, inter-organizational, and systems levels"[5]) within the Nova Scotia sport and recreation system. Insurance and liability issues are becoming an increasing concern to volunteers, as are other volunteer issues, including burnout. Some volunteers said they became volunteers to help their community but instead spend all their time dealing with liability, fundraising, and other issues that have little or nothing to do with their interest in working with seniors, people with disabilities, competitive sports, or whatever. Capacity building is also required by many provincial sport organizations

[5] Chronic Disease Prevention Alliance of Canada:
http://www.chronicdiseaseprevention.ca/content/faqs/alliance_definitions.asp

that feel they could do much more in terms of participation, physical activity, etc., if they could strengthen their organizations.

A fourth area of proposed additional focus is disadvantaged groups. For example, the Cape Breton Regional Municipality and some other municipalities across Nova Scotia wish to do more to increase physical activity participation of low-income families, both children and parents. Similarly all regions expressed the view that women have traditionally not received fair treatment (e.g. hockey rinks for males, instead of multi-use facilities for the broader community and both sexes). There are many other instances in which respondents were of the view that Sport and Recreation Division could be playing a greater leadership role in terms of sport and recreation opportunities for disadvantaged groups.

3.0 Secondary Research and Analysis

3.1 Overview

The secondary research undertaken for this study provides an inventory of cross-Canada provincial sport and recreation government office mandates, structures, and roles, along with best practices to sport and recreation across the country (see Appendix 1). Appendix 2 provides similar information internationally through two related examples.

In this section we will provide an analysis of the results of secondary research, combined with what was learned through provincial consultations, as they relate to organizational considerations for the Sport and Recreation Division.

3.2 Organizational Structure in Other Jurisdictions

As we examine commonalities between other jurisdictions, the single aspect that is most widespread is the structure of regional delivery supported by a centralized office with management and consultant personnel. We have found near universal support for the concept of regional offices in a sport, recreation, and physical activity setting both domestically and internationally. This structure allows for simple and accessible communications from the municipal and regional levels to the central office, and is seen as imperative in facilitating stakeholder participation across any sizable jurisdiction. The widespread evidence supporting this structure, combined with consultations across Nova Scotia indicating that the Regional Offices are extremely important in enabling local communities and groups to organize and partake in physical activity opportunities, lead us to believe that this aspect of the Nova Scotia Sport and Recreation Division should not be diminished in any way.

Another feature supported across Canada is the formation of strong linkages to non-government, predominantly volunteer-based sport and recreation administrative and promotional organizations, such as Sport Nova Scotia and Recreation Nova Scotia. These organizations are typically provided with government funding and other support, and act as the first point of contact for provincial and territorial sport and recreation groups. It is important that government work constructively and collaboratively with Sport Nova Scotia and Recreation Nova Scotia for the betterment of sport, recreation, and physical activity. The Sport and Recreation Division should see itself as having a responsibility to deal with any longstanding difficulties that may be preventing these organizations from working together for maximum effectiveness. Improvements should be made in clarifying what each organization is responsible for and which tasks each can pursue to the greatest success for the sport and recreation system as a whole. Note that any clarification of roles should also be effectively communicated to external stakeholders to lessen the amount of searching and redirection necessary to acquire useful information and/or assistance. These responsibilities would fall principally upon the Senior Director, the Director of Capacity Development, and the Volunteerism and Sport Leadership Consultant.

In several Canadian provinces we see the existence of arms length organizations (e.g. Alberta Center for Active Living, Kino-Quebec, Active Ontario) that are funded by the provincial government to support and promote physical activity. Although this has

achieved some success in other jurisdictions, these arms length organizations are not the norm, nor would they necessarily be appropriate in Nova Scotia. One comment we heard repeatedly during our consultations was that the Sport and Recreation Division, given some additional resources and direction, is the best organization to carry out a physical activity agenda in Nova Scotia. Given that physical activity is the umbrella for Sport and Recreation Division activities, it is our view that another organization may be redundant in these responsibilities. Furthermore, there were concerns about the financial resources needed to maintain additional offices and personnel versus the much greater need of additional funding that could be better used at the community level for programs. Indeed, there is no appetite amongst stakeholders in Nova Scotia for this type of new physical activity body. This, combined with the fact that there is already considerable confusion as to the roles and identities of the Sport and Recreation Division versus Sport Nova Scotia versus the former Sport and Recreation Commission versus Recreation Nova Scotia, leads the writers to the conclusion that an arms length organization is likely not be the right choice in this province. Not only would this add to the bureaucracy, a common stakeholder grievance, but it would likely mean a less than optimal redirecting of funds to support that organization.

The concept of special projects for the disadvantaged is an area that has influenced organizational structure in many jurisdictions (e.g. Prince Edward Island has an Officer of Special Projects, Manitoba has a Consultant for Children/Youth/Seniors/Special Needs, Yukon has a First Nations Consultant, and Maine has Coordinators for Schools and Youth). We will examine the impact that these roles might have on the Nova Scotia Sport and Recreation Division in the Best Practices and Recommendations section below.

Sport is recognized as a unique part of any physical activity and active living agenda, and this can be seen to varying degrees in the organizational structure across different jurisdictions. Whether it be through training centre management positions (Newfoundland, New South Wales), a dedicated Amateur Sport Coordinator (PEI), Games Management (Alberta), or general Sport Consultants (Ontario, Manitoba, Yukon, Nunavut), there is strong evidence to support a dedicated Sport Consultant positions in Nova Scotia.

Although there is some evidence of volunteer development as a positional responsibility in isolated cases (e.g. Northwest Territories), this responsibility is often combined with leadership and capacity development. We will further examine where this responsibility might lie in the following Best Practices and Recommendations section.

Finally, it is important to note that increased promotion of physical activity is apparent around the world. While there are a number of approaches, for example many provinces have recreation (including sport) associated with tourism and culture, Maine has this positioned within their health department, Alberta and the territories have it under community development/community services, it seems clear that governments have realized the necessity of physical activity promotion in the face of mounting health expenditures, and there is much evidence to support the adoption of an enhanced physical activity mandate for the Nova Scotia Sport and Recreation Division.

3.3 Best Practices and Recommendations

Though rarely concerned directly with structure, best practices can give us useful insights into how organizational form can best follow necessary functions. A general review of practices has shown that "physical activity programs must concentrate on strengthening partnerships, building awareness, targeting community strategies, and measuring success"[6]. This one broad statement touches on many important points. In the following paragraphs we will examine best and promising practices in the context of our discussion so far (i.e. in combination with information gleaned from consultations and the examination of government structures) in order to develop recommendations for organizational structure and responsibility within the Sport and Recreation Division.

A universally cited requirement for government success in the area sport, recreation, and physical activity is the need for strong leadership. This leadership needs to be on many levels. A government sport and recreation department should provide leadership to provincial stakeholders, senior management within the department should provide leadership to the staff, and every staff person should provide leadership for the initiatives for which they are responsible. It is important to remember that "leadership doesn't stop at the top, but should cascade throughout an organization, creating champions and a team approach to achievement of mission"[7]. Within such a culture, the need for time-consuming micro-management is eliminated and all parties can achieve greater results due to their investment in leadership responsibilities. We would therefore remark that, although ultimate direction should come from senior management, it is important that the Sport and Recreation Division staff competencies be such that each individual is fully capable of competently providing leadership for their area of responsibility. Leadership can also be an important contributor to establishing accountability, which is seen internally as a weakness in the Sport and Recreation Division. The National Partnership for Reinventing Government (NPRG) has concluded that: leading by example; keeping the employee and customer informed; and cascading accountability by sharing it with employees in a performance based organization that encourages sponsorship of measures at all levels;[8] are all important ingredients for establishing accountability in an organization.

Second only to leadership is the need for government to partner with and enable stakeholders. These partnerships are best developed within a climate of trust and should allow for stakeholder participation in decision-making to ensure that new initiatives are best suited for whom they are directed. "Partnership among customers, stakeholders, and employees results in success. Telling – rather than asking – these groups what they need does not work"[9]. Governance and financing of sport and recreation should be reflective of community and partner needs to ensure a reasonable balance such that all citizens have equitable opportunities. The fact that physical activity touches so many different people and organizations means that these partnerships should be broad-based to ensure maximum effectiveness. Partnerships will exist from the provincial down to the local level, which makes it the responsibility of all staff to

[6] Saskatchewan Sport and Recreation Branch

[7] Balancing Measures: Best Practices in Performance Management. National Partnership for Reinventing Government (August 1999)

[8] Ibid

[9] Ibid

ensure they take every opportunity to work in constructive collaboration with others. That said, Regional Representatives are a natural point from which to develop local and regional partnerships, which is and should remain a focus of their efforts. However, there is even greater potential here.

Partnerships allow a well-focused government agency to work well beyond its means by empowering and building capacity in its partners. Let us further define the concept of capacity building at this point:

> *"Capacity building is the development of an organization's core skills and capabilities, such as leadership, management, finance and fundraising, programs, and evaluation, in order to build the organization's effectiveness and sustainability. It is the process of assisting an individual or group to identify and address issues and gain the insights, knowledge, and experience needed to solve problems and implement change. Capacity building is facilitated through the provision of technical support activities, including coaching, training, specific technical assistance, and resource networking"*[10].

The consultants suggest the creation of a new position entitled Director of Capacity Development, who would oversee and provide expertise relating to capacity building at a senior level. Though capacity development should be a responsibility at all levels of the Division, this Director would serve as a central resource for capacity building knowledge, expertise, and training, and would work closely with other staff to ensure that capacity building in their respective areas is being accomplished as effectively as possible. For instance, capacity building should not create dependencies, financial or otherwise, rather it should enable organizations to better function both independently and in partnership with others. Building industry and community capacity is a key best practice for New South Wales, and they profess that government ought to "work with sport, recreation, and physical activity organizations to identify and develop the skills and knowledge they need for strong corporate management"[11].

In Nova Scotia, Provincial Sport Organizations voiced specific concerns on this subject and feel the need for additional attention to help them strengthen their organizations. This focus at the organizational level can be easily and sensibly expanded to the vital role of individual professionals and volunteers. Further to this, we are suggesting the creation of a Consultant position for Volunteerism and Sport Leadership. New Brunswick recommends that government provide "consultation and facilitation by serving as a catalyst and coach as partners are challenged to meet expanding needs in an ever-changing environment"[12]. They go on to say that "increasing opportunities for physical activity and the pursuit of excellence can be best achieved [through] ... leadership development by encouraging and supporting the training and development of volunteers and professionals who play a key role in the delivery of safe, healthy sport and recreation programs that are consistent with the needs and abilities of all participants"[13]. With no specific, well-recognized point of contact within the Nova Scotia government, we have heard from stakeholders that the Province is exacerbating the plight of volunteers

[10] the California Wellness Foundation:
http://www.tcwf.org/reflections/2001/april/pages/definition_of_capacity_building.htm
[11] New South Wales Sport and Recreation
[12] New Brunswick Sport, Recreation, and Active Living Branch
[13] New Brunswick Sport, Recreation, and Active Living Branch

when great efforts need to be made to support and deal with issues specific to this integral part of the delivery system. Although a targeted volunteer initiative may be more appropriated handled by an external organization, such as Recreation Nova Scotia (who are already helping to lead similar initiatives), there should be a point of support within the Division to ensure that there is progress made on this issue. In order to address these concerns, as well as strengthen any existing capacity in the Division, we feel that a new consultant-level position dedicated to Volunteerism and Sport Leadership is appropriate. This individual would be responsible for leadership of volunteer issues and coaching and would provide assistance internal and external to the Division in these areas, as well as acting as the point person for capacity building involving Provincial Sport Organizations.

An important footnote to the points about capacity building, and something that should influence much of the general attitude of the Sport and Recreation Division, has been well summarized in the following recommendation from the Manitoba Recreation and Regional Services Branch:

> *"Recreation opportunities available to communities can best be enhanced by developing local government's ability to respond to specific local interests and needs. This principle recognizes that local government, as the government closest to the community, should play the primary role in supporting recreation opportunities ... The focus for provincial government involvement in recreation must be the strengthening of local governments' ability to respond to the needs of their citizens through a more flexible approach to provincial assistance. This requires: greater flexibility in the way local government may use their provincial support in the creation of recreation opportunities; training and consultation for elected officials and volunteers at the local level; clearer definitions of roles and responsibilities among those involved in partnerships to create and provide recreation opportunities; and formal agreements among participating partners to encourage community co-operation and participation."*[14]

We were told repeatedly during our consultations that there is a need for information sharing and evaluation capabilities within the Sport and Recreation Division to ensure that information is available to stakeholders and that programs are properly evaluated to determine the best use of government dollars. One recommendation put forward by the National Partnership for Reinventing Government is to collect, use, and analyze data. Performance data should have the proper time and money invested in making sure it is handled correctly and is meaningful, while feedback data should be obtained from employees and customers and then acted upon. These data should be combined to generate as complete as possible a picture of Nova Scotia sport and recreation, and the results of this analysis should be available for all to see. The necessity of research and information sharing expertise within sport, recreation, and physical activity is supported by recommended practices as outlined by various government departments across Canada and internationally. The Manitoba Recreation and Regional Services Branch states that "communities... can become more successful in providing a broad range of recreation opportunities by learning facts and knowledge about recreation, and from the lessons of one another's experience in all parts of the province. The Province should provide leadership for the dissemination of information about current recreation preferences and/or patterns of participation; an ongoing exchange of information and

[14] Manitoba Recreation and Regional Services Branch

experience among communities and groups to promote learning from one another's experience; co-operative efforts among groups or communities to address particular recreation issues or concerns; and effective communication of information related to government recreation programs and activities to ensure all communities are aware of all available resources"[15]. Further to this, it is our opinion that a new position responsible for Information and Evaluation be created at the Consultant level, and that this position have centralized support from the Office of Health Promotion to assist in these important duties.

Another commonly stated requirement relates to ensuring that special needs populations are well served and can expect the same level of service as the general public. Groups such as people with disabilities, low income families, women, the elderly, and others face considerable additional barriers that impede their participation in physical activity. The New Brunswick Sport, Recreation, and Active Living Branch suggests that government sport and recreation departments invest in "barrier breaking by identifying and helping remove obstacles that hinder equitable participation to sport, recreation, and active living"[16]. The Alberta Active Living Task Force has developed recommendations such as: "all operators of housing and care institutions for older adults are required to provide facilities and resources, including appropriate staff, in order to provide opportunities for residents to engage in regular physical activity"; and "in cooperation with the Workers' Compensation Board, a fee structure [should be] established to act as an incentive for employers to provide work place Active Living programs"[17]. The Northwest Territories Sport, Recreation, and Youth Division points out that "governance and financing of the sport and recreation system should be reflective of community and partner needs, and ensure a reasonable balance such that all citizens have equitable opportunities regardless of their ability to pay [etc.]"[18], while New South Wales Sport and Recreation recommends that work be done "in partnership with community and industry organizations to develop sustainable practices and service that are inclusive of under-represented and disadvantaged groups"[19]. As mentioned in the previous section on Organizational Structure, the presence of staff dedicated to solving these problems in other jurisdictions gives rise to this consideration for Nova Scotia. Though these recommendations certainly seem valuable, accomplishing these types of changes requires leadership to see them followed through. Further to this, we are suggesting that a new position be created at the Director level for special projects, as this area is not directly addressed in the current Division structure. The Director would act as the lead on projects related to under-represented and disadvantaged groups. Because many of these groups will be best served from the community level, with different communities having different needs (e.g. perhaps more seniors issues on the South Shore, more lower income issues in Cape Breton, etc.), we feel it is appropriate that this Director also be in charge of Regional Services, where this important work can be seen through from the provincial to the local level through regional representatives and their assistants. Given this division of responsibilities at the Director level, we would further recommend that the Director of Capacity Development be the point person for programs that are more broadly based, and are not specifically targeted at disadvantaged groups, as well

[15] Manitoba Recreation and Regional Services Branch
[16] New Brunswick Sport, Recreation, and Active Living Branch
[17] Alberta Active Living Task Force
[18] Northwest Territories Sport, Recreation, and Youth
[19] New South Wales Sport and Recreation

as serving as the immediate manager for the Consultant level staff as outlined in the Organizational Chart presented in Section 4.3.

Although not evidenced by dedicated organizational positions in all cases, the roles of Coordinator – Facility Development and Coordinator – Outdoor Recreation are certainly supported through organizational practice. One of the Alberta Active Living Task Force recommendations is that "the Community Facility Enhancement Program be modified to assist ... municipalities in maintaining and upgrading existing indoor/outdoor recreation infrastructure"[20]. This shows the important and developing role of facilities, from multi-use indoor facilities to outdoor trails, in facilitating physical activity for a population. Almost all jurisdictions have programs relating to facility development and to outdoor recreation. Furthermore, these positions have garnered universal support and praise through our in-province consultations. We see these roles as covering two vital aspects of government responsibility, and fully agree with their current positioning and level in the Sport and Recreation Division. It is recommended that no direct changes be made to these positions aside from assuring that physical activity outcomes be considered in their responsibilities.

Sport is well recognized across jurisdictions as being a unique part of physical activity and active living. Promising practices such as the assurance that "opportunities must exist to excel to the highest level of [a person's] abilities through sport development"[21] are commonly recognized, along with the value of athlete development, sport policy, competition, and Games. Because these duties are uniquely sport-related, it is our opinion that they be the responsibility of a dedicated Consultant for Sport Performance. This position would allow for clear direction in sport-related matters, and would work closely with the Volunteerism and Sport Leadership Consultant in dealing with issues related to Provincial Sport Organizations and coaching.

Having covered structural considerations, let us close this section with an examination of desired skill sets for employees within the Division. As has been previously mentioned, and it is a point worth re-stressing, the responsibility for leadership should exist at every level within an organization. Individuals must assume leadership for the tasks associated with their position and be "self-starters". This means each staff person must be accountable for their own actions (or lack thereof), and should expect and encourage accountability from the individuals and organizations with whom they deal. This type of leadership is necessary to ensure that all work performed is of high quality and impacts the Division's mandate. Furthermore, with the high value placed on partnerships in the sport and recreation community, leadership must be encouraged among all stakeholders at every level. The following list is taken from "Leadership for Partnerships" from the University of California's Center for Health Professionals and outlines ten qualities for leadership[22]:

1. Self-awareness as a leader, clarifying values
2. Creating and sustaining shared vision
3. Fostering inclusive, effective communication
4. Building relationships, teams, partnerships
5. Sharing power, control; empowering others

[20] Alberta Active Living Task Force
[21] Newfoundland Recreation and Sport Division
[22] www.futurehealth.ucsf.edu/ pdf_files/PK%20and%20EO%20Sacramento%209-25.ppt

6. Leading and sustaining change
7. Taking intelligent risks
8. Translating ideas into action
9. Cultivating new leaders
10. Celebrating successes

Leadership involves risk taking and creativity, management of change, inspiring others to reach their maximum potential, decision making in times of turmoil, and more[23], and these traits should be kept in mind through every employee's daily activities.

Another set of skills that is a necessity if the Sport and Recreation Division is to operate at maximum effectiveness and efficiency, is the use of information technologies. The National Partnership for Reinventing Government points out that "information technology makes it possible to keep all employees – both at headquarters and in the field – equally informed ... Best practices include the use the intranet and/or Internet on a regular basis"[24]. This is essential in any office structure, but especially one in which regional offices exist in relative isolation from a central office, and where the number of stakeholder contacts is so large. Many jurisdictions make similar points in their recommended practices. Newfoundland states that "clients are better served ... though the use of available, appropriate technology in all areas of our mandate and operations"[25]. New Brunswick recommends the use of "information by combining technology with data and expertise from the field to inform decision makers, service providers, and consumers"[26]. Throughout the study process, the consultants have observed a relative disdain for the use of modern technology in several instances. In terms of communication, e-mail allows for an easy record of conversations and a low cost alternative to phoning, faxing, or couriering information. While there are certainly occasions where verbal communication is necessary due to formalities or when there is a need to preserve information richness in delicate situations (i.e. the extent to which senders and receivers can reach a common understanding through a medium – e.g. communicating humour or subtlety through e-mail can be difficult), conducting day to day communications through e-mail can considerably diminish organizational overhead both financially and in terms of time and effort. An even more notable occurrence through this study has been the lack of electronic contact management in many areas (i.e. the comprehensive management of contact information using computer software which allows for display of contact information, quick printing of contact lists and information, linking of contacts to electronic communications such as e-mail, and more). With the broad array of stakeholders in the sport and recreation system and the large areas of responsibility (geographically and mandate-wise) of the Division, it is of great concern that many staff have not been trained in, or do not embrace, the necessity of electronic contact management. Overcoming this obstacle has consumed a considerable amount of time on the consultant's part, and is surely indicative of an ongoing lack of efficiency in Division operations. In Section 4.2 of this report we point to the fact that Regional Administrative Assistants should be responsible for ensuring electronic contact management in the regions, and the expectation is that staff with information and evaluation responsibilities would make great use of the internet/intranet to gather and

[23] Harvard Business School – Leadership Best Practices, 2004
[24] Balancing Measures: Best Practices in Performance Management, National Partnership for Reinventing Government (August 1999)
[25] Newfoundland Recreation and Sport Division
[26] New Brunswick Sport, Recreation, and Active Living Branch

disseminate information, but this should be an expectation of all staff. Additional training is this area could provide considerable returns for the Division.

There is a long list of other employee skills that can provide significant value to the Sport and Recreation Division, but the following are fundamental: up-to-date knowledge and understanding of strategies, initiatives, and other information at the local, provincial, national, and international level; effective written and verbal communication skills; time management skills (including recognizing "the difference between being busy and doing what you should be doing"[27]); and the ability to work cooperatively and successfully with others. Though a highly functional organizational structure is necessary for managing the broad array of responsibilities of the Division, the suitability of an individual in their role must also be recognized. It is essential that employees believe in the mandate of their organization. Furthermore, providing and maintaining a positive, learning-oriented work environment and carefully considering where a person can best function in an organization are important aspects to take into account when trying to bring performance to the highest level.

[27] Best Practices: The Art of Leadership in a News Organization, Shelby Coffey III

4.0 Staffing Considerations

4.1 Overview

In addition to considering the information described in previous sections, the consultant team also acquired much more detailed information on staffing and organizational functions of Sport and Recreation Division. This was accomplished by individual meetings with all Sport and Recreation Division staff, through document review, and by acquiring feedback from knowledgeable stakeholders who deal with the Sport and Recreation Division.

The product of these efforts is contained in the following considerations that can result in the effective delivery of an enhanced physical activity strategy within a strong and stable sport and recreation model.

4.2 Roles

Before proceeding, it should be noted that, although in many cases staff in the main office are dealing primarily with provincial organizations and regional staff primarily with regional and community-based organizations, every effort should be made to ensure that issues are addressed across the spectrum from the provincial to the local level as much as possible. This requires frequent and effective communications between Regional Representatives in the field, and those with specific responsibilities (e.g. Sport Performance) in the main office. Let us examine the individual roles in the Division.

Director level roles within the Sport and Recreation Division are in need of retooling in order to best respond to current mandates. Stakeholders have said that issues such as interdepartmental coordination, coherent policy, evaluation, at-risk groups, and general leadership are not being responded to strongly enough. With this in mind, we see the following changes in responsibility and clarification of roles at the senior level in the Division as a constructive response to these needs.

The Senior Director should act as the lead in inter-departmental discussions (e.g. government house in order), as well as being the focal point for policy within the Division (though all staff should provide input into policy for their respective areas). And, although the recently appointed Senior Director is clearly making progress in developing needed teamwork and cohesion within the Division, there are still elements of unhelpful quasi-independence among a few staff. For example, there is reluctance in one or two quarters to embrace an enhanced physical activity agenda. This is unacceptable and seems contrary to the activist approach on physical activity being taken in every province and beyond. There is a need to ensure that all Sport and Recreation Division staff understand that direction and responsibility for their activities is clearly vested in the Senior Director.

In earlier sections, we have emphasized the need expressed across Nova Scotia for government to get its house in order. There could be no more immediate or important priority than to have all staff of Sport and Recreation Division understand that Sport and Recreation Division policies and priorities flow through, and are directed by, the Senior Director. The Senior Director is "captain" of a team whose members must all be working toward the same objectives, and policies and priorities relating to, for example, an

enhanced physical activity agenda, cannot be ignored or compromised by one or two staff.

At the Director level, the previously inappropriate title of Director of Community Development and/or Physical Activity should be eliminated and in its place should be created the senior position of Director of Capacity Development. The title of Director of Community Development has not accurately described the activity of the incumbent. While the title Director of Physical Activity recognizes the incumbent's major responsibilities in advancing the physical activity agenda, we do not think it appropriate that any individual official have singular responsibility for physical activity. Physical activity should be seen as a priority and a responsibility of all staff. This is an important new position in order to address the many capacity issues whose resolution are fundamental to the sport and recreation sector achieving its potential. The Director of Capacity Development will provide leadership, and be the central resource, for capacity development, as well as directly managing the Sport Performance, Volunteerism and Sport Leadership, and Information and Evaluation Consultants. Further to this, the Director will also act as the Divisional lead for broad-based initiatives that fall outside of the responsibilities of the Director of Special Projects and Regional Services below (e.g. programs not narrowly targeting special needs groups).

The Director of Regional Services position should be reconfigured as the Director of Special Projects and Regional Services. Note that this new position has, as a primary focus, special projects, especially those relating to at-risk groups. The current Regional Services aspect of this senior position will be a second area of responsibility. Much of the recommended increased focus on people with disadvantages will occur in the regions (e.g. low income families for Cape Breton) and can best be initiated and monitored by a senior official who also has responsibility for the Regional Offices (i.e. the proposed Director of Special Projects and Regional Services).

Both Directors should report to the Senior Director, with the Senior Director reporting to the Executive Director of the Office of Health Promotion.

Position: **Senior Director**
Reporting: Executive Director, OHP
Responsibilities:

- **Leadership:** The Senior Director is responsible for leadership of the Division and reports to the Executive Director of the Office of Health Promotion. The leadership role includes establishing and providing an overall direction for the Division, in consultation with the Office of Health Promotion, as well being responsible for all operations internal to the Division.

- **Inter-departmental Coordination:** The Senior Director should play the lead role in the Division with regard to inter-departmental initiatives, such as policy development and coordination of efforts. By advocating for coherence in government actions that affect physical activity, sport, and recreation (e.g. community use of schools, daily physical activity in schools, active transportation policy) the Senior Director can ensure the most effective use of government resources in accomplishing the goals of the Sport and

Recreation Division, within the Office of Health Promotion. This responsibility should also extend to ensuring maximum effectiveness through interaction with the other divisions of the Office of Health Promotion.

- **Policy:** The Senior Director, in consultation with relevant staff within the Division, as well as external stakeholders, should also lead policy development as it relates to sport and recreation.

Position: **Director – Capacity Development**
Reporting: Senior Director
Responsibilities:

- **Leadership of Capacity Development** – Though the responsibility for capacity development must cascade through other positions, the Director of Capacity Development should serve as the primary resource for this area in the department. The Director should work closely with Sport and Recreation Division staff and outside organizations to strengthen their leadership and organizational capacity through information sharing, knowledge transfer, and training opportunities.

- **Program Responsibilities** – The Director of Capacity Development should also serve as the primary point of contact for broad-based provincial initiatives and programs pertaining to the general public (just as the Director of Special Projects is the contact for more narrowly based special needs programs).

- **Management of Consultants** – The Director should manage the activities of the Sport Performance, Volunteerism and Sport Leadership, and Information and Evaluation Consultants.

Position: **Director – Special Projects and Regional Services**
Reporting: Senior Director
Responsibilities:

- **Special Projects** – The Director of Special Projects and Regional Services, as a primary role, is seen as playing the lead in encouraging and initiating projects across Nova Scotia for the benefit of target groups such as workplaces, seniors, women, low income, First Nations, disabled, and other at-risk groups. This initiative would also include the Regional Representatives as an important resource to the Director.

- **Regional Services** – This Director should also be responsible for the operations of the six regional offices.

The **Coordinator** positions are working well in addressing the general sport and recreation responsibilities and the enhanced physical activity focus of the Sport and Recreation Division. Almost all recent facilities grants have had a physical activity component, and outdoor recreation is an excellent physical activity fit as well. It should be noted that, during the consultations, sport and recreation stakeholders across the province were highly supportive and appreciative of the services being provided by the Facility Development Coordinator and the Outdoor Recreation Coordinator, both of whom are well known across Nova Scotia.

Recurring observations in the focus groups were that:

- The day is past when a single purpose rink should be built for young males to play hockey. In the future, such facilities should be multi-purpose to accommodate the sport and recreation interests of all members of the community.

- More attention needs to be paid to low cost, low maintenance facilities and outdoor recreation sites of a basic nature.

- Although the need for major maintenance on some large facilities across Nova Scotia is well recognized, there is an equally important need for funding to maintain or enhance community centres in rural areas that are essential to sport and recreation (and physical activity) objectives for that area.

Although the present Coordinators are probably well aware of these points, these are high priority items among stakeholders and should be addressed as fully as possible.

The authors recommend that the Coordinators report to, and contribute on policy with, the Senior Director, while also keeping the Information and Evaluation Consultant informed of new trends, research, and other information relevant to that position. Coordinators should work directly with the Regional Representatives as needed for specific regional projects.

Position: **Coordinator – Facility Development**
Reporting: Senior Director
Responsibilities:

- **Funding** – The Facility Development Coordinator should administer the Recreation Facility Development Program province wide. This includes coordinating grant requests with the regional offices, tracking progress of grants, processing of grant payments, auditing grant recipients, and more.

- **Consulting and Planning** – This Coordinator should provide clients with consultative support and planning assistance through lectures, workshops, and other forums, related to technical issues (e.g. structural safety), design, construction process, consultant selection, efficiency, and more. The Coordinator should also be the Division's main liaison with the Recreation Facilities Association of Nova Scotia.

- **Facility Information Management** – The Facility Development Coordinator should manage a database of facilities and facility information (locations, contacts, services, amenities, etc.), and serve as the primary resource for knowledge in this area within and external to the Division.

Position: **Coordinator – Outdoor Recreation**
Reporting: Senior Director
Responsibilities:

- **Trail Development** – The Coordinator of Outdoor Recreation should provide consultation and other expertise to groups involved in trail development at all levels.

- **Water Safety and Related Initiatives** – The Coordinator should act as the lead resource in the Division for all projects relating to water safety (e.g. Nova Scotia Lifeguard Service, Water Safety Programs).

- **Outdoor and Leadership Development** – The Outdoor Recreation Coordinator should facilitate and animate outdoor leadership development opportunities including the Nova Scotia Outdoor Leadership Development and other programs.

- **Active Transportation** – The Coordinator should act as a resource for active transportation initiatives, such as Active and Safe Routes to School.

- **Funding** – The Coordinator should administer the budget resources relating to the above activities for the Division.

- **Outdoor Recreation Information Management** - The Outdoor Recreation Coordinator should also manage a database of outdoor recreation areas and opportunities (locations, contacts, services, amenities, etc.), and serve as the primary resource for knowledge in this area within and external to the Division.

At the **Consultant** level, there is a need for major changes and new positions. Currently, there are two Sport Consultants and one Physical Activity Consultant. Following are our recommendations to strengthen the role that these Consultant positions can play in achieving Sport and Recreation Division's mandate and objectives.

- A single Sport Consultant position should be reconfigured to provide services relating to Canada Games and hosting, as well as policy development and input for sport. This Sport Performance Consultant should be the primary resource for sport-related issues that fall outside the more narrow (sport-wise) scope of the following Volunteerism and Sport Leadership Consultant, with whom he or she would work closely.

- The second Sport Consultant position should be renamed Volunteerism and Sport Leadership Consultant, with primary responsibilities being to strengthen the capacity of PSOs, to lead volunteer issues within the Division, and coaching. There is a particular need to strengthen provincial sport organizations (including administration of the Sport program budget) and to address major volunteer issues such as insurance/liability and burnout. This position should have close contact with the Director of Capacity Development, as well as with external organizations such as Sport Nova Scotia and Recreation Nova Scotia, to assist in these important responsibilities.

- The current Physical Activity Consultant position should be replaced by an Information and Evaluation Consultant position to assist the overall research and evaluation capacity within the Office of Health Promotion. The proposed new position recognizes that there is need for both information sharing and evaluation capabilities in order to ensure that there is ready access by Nova Scotia stakeholders to best practices, advisory services, and other information sharing resources, plus a focal point for evaluation advice in the Division. Furthermore, this Consultant should be responsible for training regarding methodologies for carrying out constructive evaluations and assessments, so that this capacity is developed through all levels of the Division. This will encourage the proper approach to program and policy creation, while allowing others in the Division to provide more constructive feedback to stakeholders. The Consultant should also be responsible for maintaining Sport and Recreation Division's role in the physical activity monitoring research for Nova Scotia, which began some years ago. In addition to the desirability of having information and evaluation capabilities within the Division, it is probably inadvisable to have a position entitled "Physical Activity" Consultant. Everyone in Sport and Recreation Division is there to achieve the physical activity agenda within the sport and recreation framework. This position should have frequent contact with the centralized research and evaluation personnel within the Office of Health Promotion for the purposes of support and information sharing.

Position: **Consultant – Sport Performance**
Reporting: Director – Capacity Development
Responsibilities:

- **Policy Development** – The Sport Performance Consultant should provide policy development and input for sport.

- **Canada Games and Hosting** – The Consultant should have responsibility for Canada (and other) Games planning and hosting within the Sport and Recreation Division.

- **Athlete Development** – The Sport Performance Consultant should provide client consultation and assistance in the management of athlete development and related programs.

- **Related Issues** – The Consultant will also be the lead in the Division for related issues, such as Abuse and Harassment, in sport and recreation.

Position: **Consultant – Volunteerism and Sport Leadership**
Reporting: Director – Capacity Development
Responsibilities:

- **Sport Capacity Development** – With direction from the Director of Capacity Development, the Volunteerism and Sport Leadership Consultant should work closely with provincial sport organizations to strengthen their leadership and organizational capacity, as well as act as the primary contact within the Division for PSOs.

- **Coaching Development** – This Consultant should provide client consultation and assistance in the management of coaching and related programs (e.g. 3M National Coaching Certification Program).

- **Funding** – The Consultant should also be the point person for funding issues for volunteerism (e.g. Recreation Nova Scotia Volunteer Management funding) events and related initiatives. This will include administration of the Sport Program budget.

- **Consulting, Planning, and Policy** – This Consultant should provide consultative support and planning and policy assistance in addressing volunteer issues (e.g. liability, burnout, recruitment) and should work closely with other key organizations, such as Recreation Nova Scotia and Sport Nova Scotia to achieve these objectives.

Position: **Consultant – Information and Evaluation**
Reporting: Director – Capacity Development
Responsibilities:

- **Information Sharing** – The Consultant should be the internal focal point for research and associated information related to the work of the Division. This would involve managing information acquired from the regional offices and other sources (e.g. Canadian Fitness and Lifestyle Research Institute, the Leisure Information Network) in order to use and disseminate this information for the betterment of the sport and recreation community. The Consultant should assist related Office of Health Promotion staff in establishing and maintaining a resource base of best practices, advisory documents, and projects in progress, and will provide information to Nova Scotia stakeholders in sport and recreation, with particular attention to physical activity initiatives.

- **Research** – The Consultant should support recent initiatives of Sport and Recreation Division and the research community to monitor and report on subjects such as physical activity levels of Nova Scotia.

- **Evaluation:** The Consultant should also be responsible, in consultation with relevant staff within the Division, as well as external stakeholders, for monitoring and evaluation activities and for providing evaluation advisory services (e.g. how to monitor and evaluate a project) to external stakeholders as well as staff internal to the Division. This would include coordinating and examining resources available through external organizations in Nova Scotia to further evaluate the impact of Division activities.

Regional offices have been consistently identified as an area requiring additional human resources to meet their existing service delivery requirements and to address additional needs (e.g. greater attention to the disadvantaged, gender issues, etc.). As described in an earlier section of this report, an important first step is to reconfigure the position of the Director of Regional Services as Director of Special Projects and Regional Services. For the most part, the Regional Representatives can operate with a minimum of supervision. Additionally, there is a need for other changes at the regional level, including some additional staffing and streamlined administrative procedures, which can reduce some of the current workload responsibilities on both the Director of Regional Services and the Regional Representatives.

The Regional Representative positions are working well, and each of the six regions will continue to require a full time regional representative. Several of the regions, however, face particular challenges. Both Valley and South Shore Regional Representatives appear to have become victims of their success. Both regions have extremely ambitious and successful sport and recreation activities and have large geographic areas to cover, as does the Cape Breton Region. Such pressures are not so evident in the other three regions. In fact, the regions of Halifax, Fundy, and Highlands are performing well with existing resources (i.e. full time Regional Representative and half time Secretary for each region).

For Valley and South Shore, there is a combined need for one additional person year of resources. In our view, there are several ways this additional half time position for each region can be accommodated. One option is to increase each secretarial position from half time to full time. A second option is to add a new half time position in each region, with each new half time person having the particular skills most required by the office in that region. A third alternative is for the two regions to equally share a new full time position. In any event, the outcome should be to add additional resources so that the two regional offices can continue to fully initiate, and respond to, the many excellent sport and recreation activities in Valley and South Shore.

In our view, the existing half time secretarial position in Cape Breton should be increased to full time to allow for continued office presence when travel is necessary in this large region, as well as to further assist with existing tasks.

Note: Though it is beyond the scope of this document, it might be noted that the relocation of Richmond county to fall under the Highland region would lessen both the divide in population and size between regions (with, outside of Halifax/Central, Cape Breton having the largest numbers in both areas, and Highland having the lowest). This would be consistent with several Strait area

divisions that cross both Guysborough and Richmond counties, though it would present some difficulties relating to Cape Breton Island-only funding and other opportunities.

Region - County	Size (square km)	Population
Halifax	**5,495.54**	**359,183**
Cape Breton	**10,416.23**	**147,454**
- Cape Breton	2,470.62	109,330
- Victoria	2,870.89	7,962
- Inverness	3,830.44	19,937
- Richmond	1,244.28	10,225
Valley	**9,347.10**	**120,443**
- Hants (1/2)	1,524.56	20,256
- Kings	2,122.21	58,866
- Annapolis	3,185.09	21,773
- Digby	2,515.24	19,548
South Shore	**9,887.67**	**102,388**
- Yarmouth	2,122.68	26,843
- Shelburne	2,464.68	16,231
- Queens	2,392.36	11,723
- Lunenburg	2,907.95	47,591
Fundy	**9,423.51**	**102,169**
- Cumberland	4,271.23	32,605
- Colchester	3,627.72	49,307
- Hants (1/2)	1,524.56	20,257
Highland	**8,347.39**	**76,370**
- Guysborough	4,044.22	9,827
- Antigonish	1,457.90	19,578
- Pictou	2,845.27	46,965

It is also evident that the currently named "Secretarial" positions, both in the regions and at the Division's headquarters, are misnomers. These positions should be regarded as "Administrative Assistant" positions, as reflected by the nature of the workload in most, if not all, positions.

Position: **Regional Representative** (South Shore, Valley, Fundy, Central, Cape Breton, Highlands)
Reporting: Director, Special Projects and Regional Services
Responsibilities:

- **Consulting and Planning** – Regional Representatives should provide advice and assistance with management and facility audits, strategic planning, needs assessments, and research to clients including Municipal Recreation Committees, Municipal Staff, Municipal Councils, Community/Regional Sport and Recreation Groups, Schools Boards and Staff, and Health Boards and Staff.

- **Leadership Development and Capacity Building** – Regional Representatives should provide formal and informal training for professionals and volunteers who support recreation, sport, and physical activity opportunities, along with consultation and advice to enable communities and other groups to become more self-reliant.

- **Office Management** – The Regional Representatives should be responsible for overseeing the management of the regional offices, including regional administrative assistants and other staff, as applicable.

Position: **Regional Administrative Assistants** (South Shore, Valley, Fundy, Central, Cape Breton, Highlands)
Reporting: Regional Representative
Responsibilities:

- **Office Administration** – The Regional Administrative Assistant should be responsible for all administrative duties in the regional office, including phones, faxes, computers (including electronic contact management), mail processing, petty cash, inventory, supplies and equipment, filing, grant processing, and management and budget control.

- **Information Collection and Dispersal** – The Administrative Assistant should be responsible for the collection, cataloguing, and general organization of information supplied by the Regional Representative and other sources (e.g. literature searches as required). They should also be responsible for the provision of general information to regional stakeholders, such as policy, grant, program, and facility information. Appropriate information should be relayed, as required, to the head office Information and Evaluation Consultant.

- **Grant Administration** – Where required, the Administrative Assistant should track inquiries, applications, and progress for grants. In addition to this they should also be responsible for all financial aspects, including spreadsheets and cheque requisitions, as well as letters of approval and follow up.

- **Budget Administration** – The Regional Administrative Assistant should be responsible for administration of the regional budget including maintaining a complete record of accounts, preparation of budgets (monthly forecasts), cheque requisitions, purchase orders, invoices, distribution of cheques, petty cash, postage, and travel expenses.

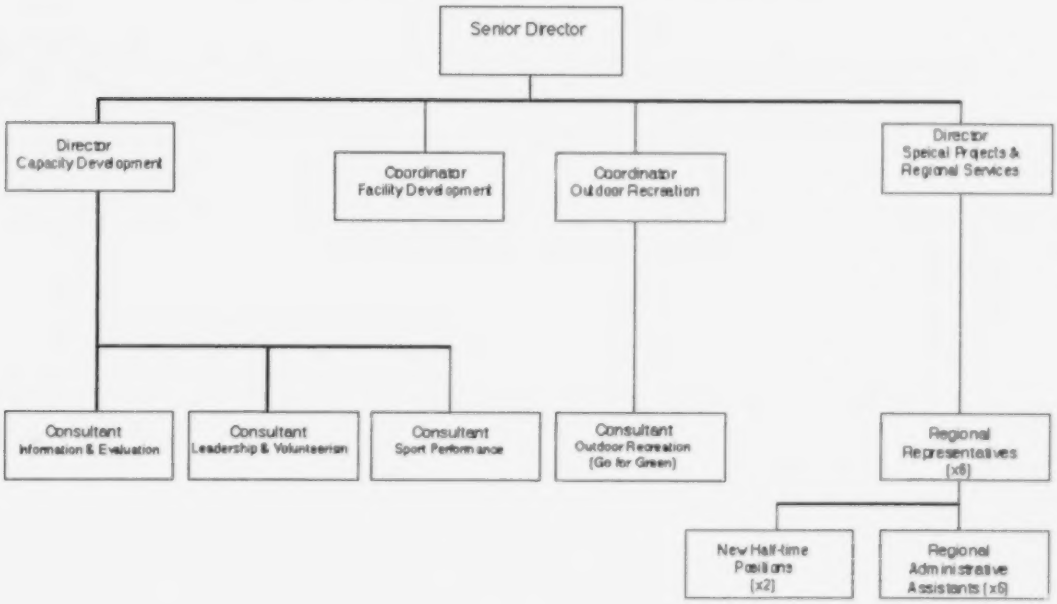
Position: **Additional One-half Person Year** for each of Valley and South Shore.

- The functions of these positions should be determined in consultation between the Regional Representatives and Sport and Recreation Division senior management.

4.3 Organizational Chart

The following **Organizational Chart** describes the recommended staffing structure:

Organizational Chart
Sport and Recreation Division - Office of Health Promotion



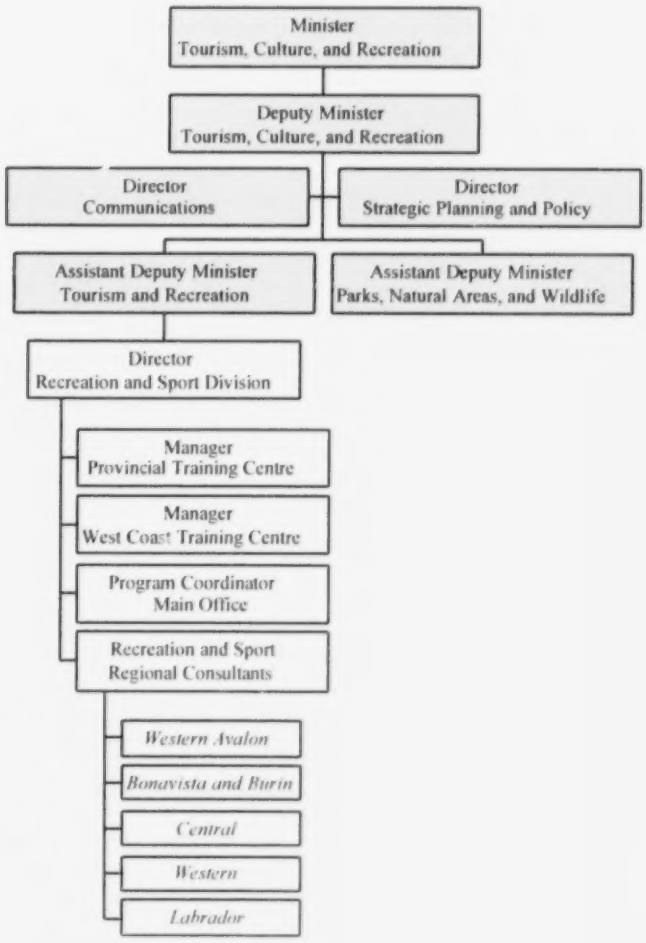
APPENDIX 1
Secondary Research: Canada

The following section provides an inventory of cross-Canada provincial sport and recreation government office mandates, structures, and roles, along with best practices to sport and recreation across the country. This research supports the idea of regional delivery systems, as well as the increased prominence of physical activity as a priority for all provinces and territories.

Note: In the organizational charts that follow, positions residing outside of the immediate sport and recreation offices have been shaded for clarity.

Newfoundland

Newfoundland Ministry of Tourism, Culture, and Recreation
Recreation and Sport Division



Description

The *Newfoundland Department of Tourism, Culture, and Recreation: Recreation and Sport Division* includes active living and recreation programs in support of healthier lifestyles and community-based organizations, as well as support for provincial and national sports programs. The Division encourages healthy lifestyles, supports voluntarism and community development, promotes excellence and social development of young people through sport, and assists with human resources by supporting the many sports organizations and disciplines with funding as well as through the Provincial Sport Governing bodies and programs such as Athletic Assistance. Recreation and Sport also oversees the Newfoundland and Labrador Winter and Summer Games Program and the province's participation in the Canada Games Program.

Services and programs include:

- Active Living
- Community Recreation Development
- Sport Development
- Provincial Training Centres and Pools
- Labrador Travel Subsidy
- Athlete Assistance Program
- Canada Games Grants Program
- Canada Games Program
- Community Recreation Development Grants
- Consulting Services
- "Go For Green" Program
- Grants to Provincial Sport Organizations
- Newfoundland and Labrador Games Program
- Professional Assistance Grant
- Provincial Training Centers and Pools
- "Summer Active" Program
- National Coaching Certification Program
- Coaching Association of Canada
- Newfoundland and Labrador Parks/Recreation Association
- Sport Newfoundland and Labrador
- School of Human Kinetics and Recreation - MUN
- Canadian Center for Ethics in Sport

Historical Notes

The Division has been downsized in recent years as program delivery has shifted increasingly to the major support organizations such as Sport Newfoundland and Labrador (a volunteer organization with membership consisting of the provincial sport organizations) and the Newfoundland and Labrador Parks and Recreation Association (a community focused organization acting as the licensed provider of High Five Resources and the major proponent of physical activity and active living in the province). The Division's primary role relative to these organizations is to act in a funding and advisory capacity. No significant changes are foreseen in the near future.

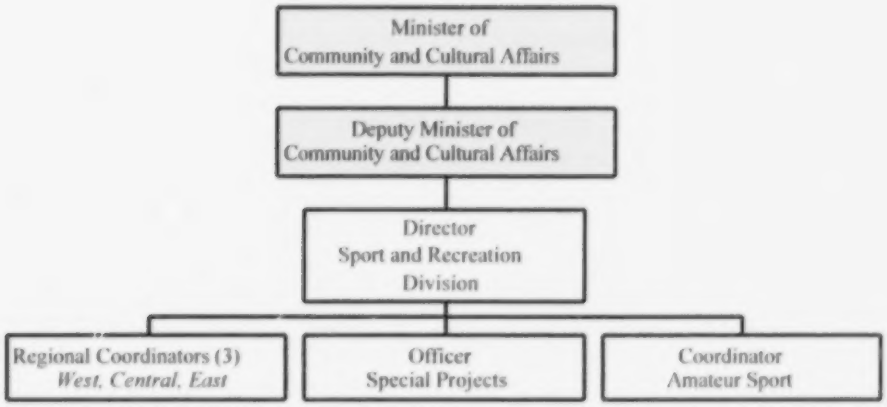
Best Practices

- Our Department must have strong leadership, effective management, and skilled employees, and be able to attract committed, capable volunteers to our Boards and Committees. We must account efficiently and effectively for our directions, policies, programs, and public expenditures, and use our resources wisely;
- A healthy, engaged population is motivated to keep fit and involved through lifelong active living and community recreation. Opportunities must exist to excel to the highest level of their abilities through sport development;

- Broad, well-supported partnerships must be developed within a climate of trust. We must show leadership through best practices and sound policies, and extend our resources and effectiveness through successful collaboration with clients and stakeholders who are worked with cooperatively and constructively;
- Clients are better served and more satisfied by continual improvements in the accessibility and delivery of all of our programs and services, especially through the use of available, appropriate technology in all areas of our mandate and operations.

Prince Edward Island

PEI Department of Community and Cultural Affairs
Sport and Recreation Division



Description

The Sport and Recreation division coordinates several sport programs and ensures that all Islanders have access to recreational activities. The Division works with several key Provincial Organizations, including Sport PEI, the Active Living Alliance, and the PEI Recreation and Facilities Association. Programs include:

- Amateur Sport Support - Elite Athlete, Coach Official Assistance
- Amateur Sport Support Program (Funding)
- Athlete Assistance Program
- Canada Games Funding Applications
- Canada's Doping Control Program
- Community Recreational Support Program
- Domestic Sport Program
- Hosting Support Programs
- National Coaching Certification Program
- National Sport Organizations and Multi Sport/Service Organizations Program

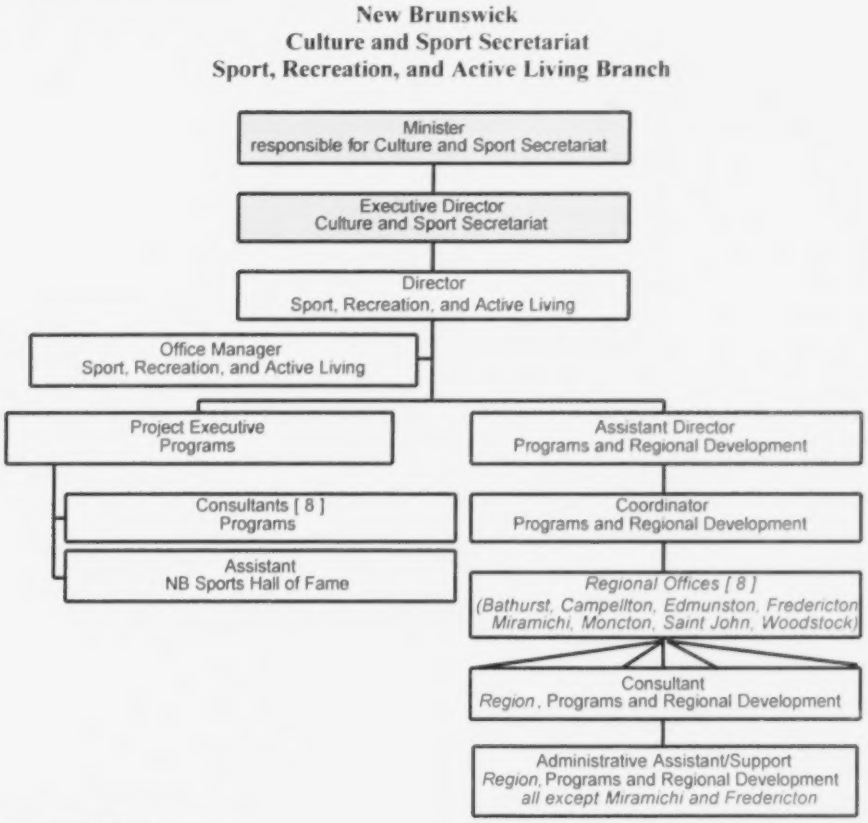
Historical Notes

In late 2002 the Department completed a Five Year Sport Strategy that has since been funded by the Province. In 2003, the Federal Government, through the Minister

Responsible for Fitness and Amateur Sport, also signed an agreement to fund the PEI Sport Strategy.

Currently, the Sport and Recreation Division is funding a Five Year Physical Activity Strategy for the province, which is expected to result in a higher profile and greater funding for physical activity on PEI. The study is directed by a steering committee of 14 key organizations ranging from the Federation of Municipalities, to the Health system to Sport PEI, etc., including all key stakeholder groups in the province

New Brunswick



Description

The mandate of the Sport, Recreation, and Active Living Branch is to provide leadership and resources to the sport/recreation/active living community to increase opportunities for physical activity and the pursuit of excellence. Financial and consultative support is provided to provincial sport and recreation organizations that can pass through the Gateway Measures, and the Regional Offices of the Sport, Recreation and Active Living Branch are responsible for the regional delivery of sport and recreation programs and services. The Sport, Recreation, and Active Living Branch is involved with a number of initiatives to decrease the physical inactivity of New Brunswick residents by 10% by

2003. The Branch also manages special projects and programs that are delivered on a regional or provincial scale (e.g. Canada Games, Jeux de la Francophonie).

Best Practices

Increasing opportunities for physical activity and the pursuit of excellence can be best achieved by government Sport and Recreation departments through:

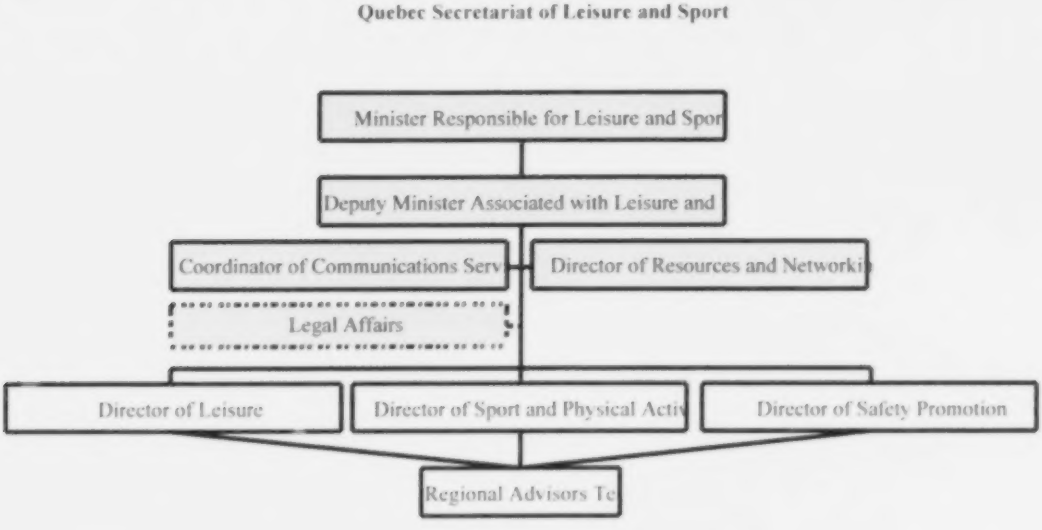
- visionary leadership, related policy and support programs, and by coordination and management of the "big picture" for sport, recreation and active living;
- consultation and facilitation by serving as a catalyst and coach as partners are challenged to meet expanding needs in an ever-changing environment;
- leadership development by encouraging and supporting the training and development of volunteers and professionals who play a key role in the delivery of safe, healthy sport and recreation programs that are consistent with the needs and abilities of all participants;
- research and program development by investing in innovation and demonstrating new and improved approaches to programs, facilities, service delivery, and management;
- information by combining technology with data and expertise from the field to inform decision-makers, service providers and consumers;
- promotion and marketing to advocate for the benefits of participation in recreation, sport, and active living;
- barrier breaking by identifying and helping remove obstacles that hinder equitable participation to sport, recreation and active living.

The SRAL Branch has established the following minimum criteria for provincial sport and recreation organizations (POs) in order to qualify for funding through the New Funding Model. These criteria are to assure that assistance is only being given to provincial organizations which are strongly based, properly administered, dedicated to improvement, and responsive to membership needs. POs that do not meet the criteria, may be able to apply for funding on a project by project basis. An eligible organization is officially constituted and has as its major business the promotion and development of sport, recreation, or active living. POs must:

- Have an up to date constitution/by-laws to govern its affairs which has been approved by the general membership and is on file with the Sport, Recreation and Active Living Branch.
- Have an executive/board which, through its constitution, supports the appropriate representation of all members.
- Be the recognized provincial leader in its business.
- Be a member of its national organization where one exists.
- Have held an annual general meeting within the past 12 months and produced appropriate minutes and reports for its membership.
- Be financially responsible and have its annual financial statement reviewed by a qualified independent source. POs receiving full-time staffing assistance must have their annual financial statements reviewed by a Chartered Accountant with audited statements being prepared a minimum of once every four years.
- Hold a minimum of two executive/board meetings per year and produce minutes from these meetings.
- Have formal written communication with its membership, at least three times per year.

- Have a membership base in a minimum of four (4) of the Department's established eight (8) regions of the province. Provincial organizations which do not meet this membership criteria, may be provisionally recognized.

Quebec


Quebec Secretariat of Leisure and Sport
Minister Responsible for Leisure and Spor
Deputy Minister Associated with Leisure and
Coordinator of Communications Serv
Director of Resources and Networki
Legal Affairs
Director of Leisure
Director of Sport and Physical Activ
Director of Safety Promotion
Regional Advisors Te

Description

The four strategic orientations of the Leisure and Sport Secretariat are as follows:

- combat inactivity
- support the development of leisure and sport
- to ensure safety in sport and leisure activities
- to support excellence in sport

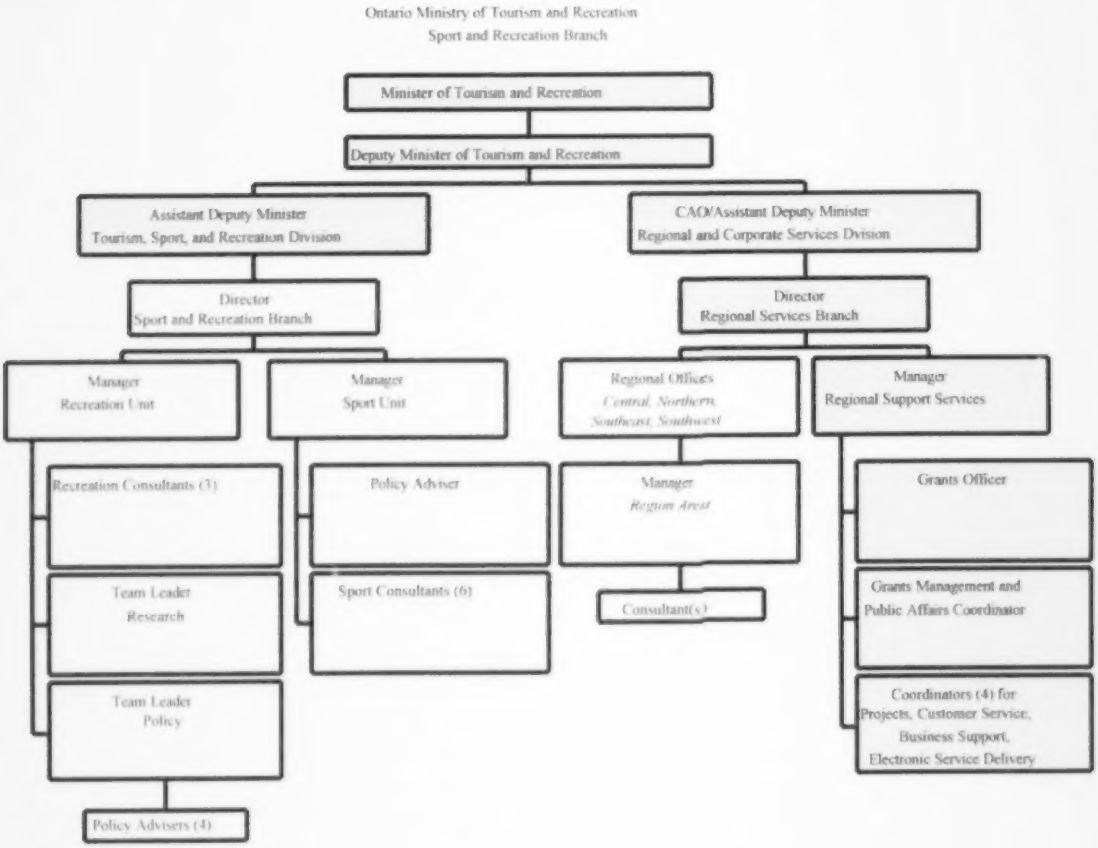
Although the Secretariat aims to serve all the people of Quebec, there are priority areas, specifically: young people and developing athletes of excellence and their trainers. Additionally, the Secretariat offers few direct services to the citizens. To achieve its goals, the roughly sixty staff at the Secretariat work in liaison with a great number of partners, including regional and local sport and leisure, municipal, health, and education organizations, as well as thousands of volunteers in these organizations.

The Secretariat encourages physically active lifestyles, in particular through the Kino-Quebec program. This program offers:

- financial support to fight against inactivity
- regional support of various programs and activities aimed at target groups
- carrying out of surveys, studies, and research, and disbursement of information
- technical and professional expertise for provincial, regional, and local organizations
- evaluation of programs, strategies, and actions of the government of Quebec with regards to the promotion of physical activity.

Kino-Quebec is under the responsibility of the Secretariat and in partnership with the Ministry of Health and Social Services and regional services, and provides the management of professionals in Sport and Physical Activity Division who coordinate and support the work of 32 Kino-Quebec advisors stationed in 17 different administrative areas in the health network.

Ontario



Description

The Sport and Recreation Branch (with the Regional Offices) supports the sport and recreation sectors at the provincial and local level to help meet the Province's priorities in health, education, job creation and economic growth, and promotion of voluntarism. The Branch contributes to a strong provincial sport system and the development of athletic achievement in Ontario (e.g. Recreation Development Fund, Community Sport Opportunity Fund, Ontario Sports Awards, Making It Safer: Preventing Sexual Abuse of Children in Sport). It fosters the involvement of children and youth in sport and recreation, recognizing their contribution to healthy child development and positive youth development. The Sport and Recreation Branch has also recently become the lead on trails.

Funding is provided for programs to reach children and youth, increase physical activity and expand local sport opportunities. Workshops help communities reinforce their capabilities to meet the recreation needs of their residents. Ontario has contributed to Canada's Physical Activity Guide to Healthy Active Living and other initiatives such as: an Ontario physical activity network and Web site; new tools for community sport, fitness and recreation leaders; and resources for leaders and parents to enhance the quality of children's sport programs.

At the provincial level, the ministry partners with provincial recreation organizations and encourages them to lower barriers to participation and increase their self-sufficiency. The ministry also fosters volunteer leadership through coaching clinics and seminars, training for volunteers to work with young people, and preparation of new training resource materials such as multimedia.

Active Ontario was launched in August 2000 to educate people about the benefits of physical activity and help them incorporate moderate amounts of such activity in their daily lives. The Active Ontario strategy is designed to reach people in settings where they live, work, go to school, and play.

In 2001-2002, the Sport and Recreation Branch had an operating budget of $13 million (plus Tourism and Recreation Capital for the ministry of $12 million) and over 30 staff. The Trillium Foundation also distributes lottery and casino money (last year, of the $100 million distributed through Trillium's own regional consultants, 25% was committed to sport and recreation).

Historical Notes

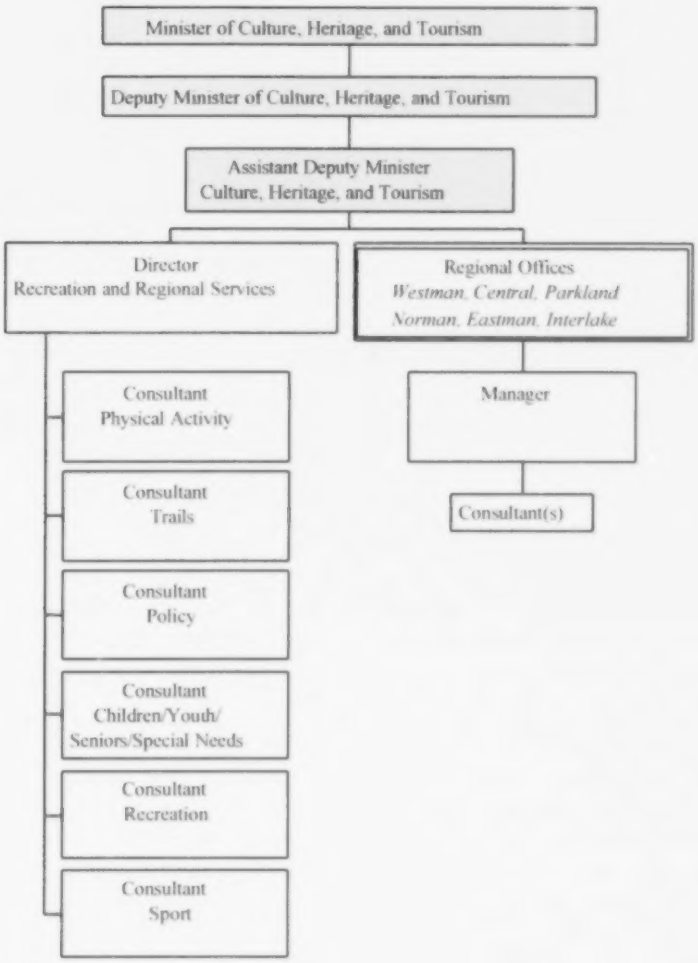
The Sport and Recreation Branch, like many parts of the Ontario government is currently in the midst of change, and is undergoing a consultant-based process similar to the Nova Scotia Sport and Recreation division to determine reaction to Physical Activity focus and government reorganization. Additionally, the Sport and Recreation Branch is launching a new physical activity/sport initiative, called Active 20-10, in partnership with the Ontario Health. The results of this process, along with further cabinet direction, will be available to varying degrees in late January (note that there will almost certainly not be any increase of funding to the Branch to respond to physical activity, and these funds will have to be found through reallocation).

A few years ago regional offices had dedicated Sport and Recreation consultants. In recent years these roles have been expanded and now report to five different ministries and address a wide range of community focused tasks (e.g. capital funding for infrastructure). Typically the central office funds province wide initiatives while community orgs are funded through the regional offices. This organization is seen as conceptually solid, but regional workers are stretched quite thin with the added responsibilities.

Finally we note that Physical Activity is conducted under the Recreation Unit (as is Volunteer Development), not the Sports Unit, and the Team Leader of Research in this unit is currently heavily involved in Physical Activity. Though this branch is also struggling somewhat to reconcile recreation within a physical activity context, there is a general acceptance that this is a necessary focus and there are not the funds to address all concerns.

Manitoba

Manitoba Department of Culture Heritage, and Tourism
Recreation and Regional Services Branch



Description

The Recreation and Regional Services Branch strives to improve individual well being and to foster the social and economic health of communities through recreation, physical activity, and wellness promotion. The branch provides consultative services to assist communities and organizations in meeting their desired needs, including organization, program, facility and community development, and six regional offices provide a decentralized delivery system and convenient first point of contact for rural and northern-based clients as well as community-based access to programs, grants, and resources. The Recreation and Regional Services Branch works with various organizations and initiatives to support the recreation delivery system in Manitoba (e.g. Recreation Connections Manitoba, Sport Manitoba). Note that the regional offices are for the entire

Culture, Heritage, and Tourism Department, and so have a broader mandate than just Sport and Recreation (though this is a major role for them), dealing with, among other things, community based issues and grants.

Historical Notes

In 2003, Manitoba's former Recreation and Wellness Promotion Branch was combined with Regional Services to create in the new Recreation and Regional Services Branch. This merger has been generally positive and has helped to make better use of resources, eliminate duplication of activity, and allowed for better communication and coordination. Another major change is that there is now only a single director in charge of both recreation and regional services.

The merger also brought an increased focus on recreation, which was in some way a response to the comparatively weak recreation association and organization base in the province (as opposed to the stronger sport representatives). Though there is an increased focus on recreation, there is also a new, broader focus on physical activity.

The Branch is still quite new and further evolution is expected in the future. At present, the central office deals more directly with organizations, while the region offices have more of a community focus.

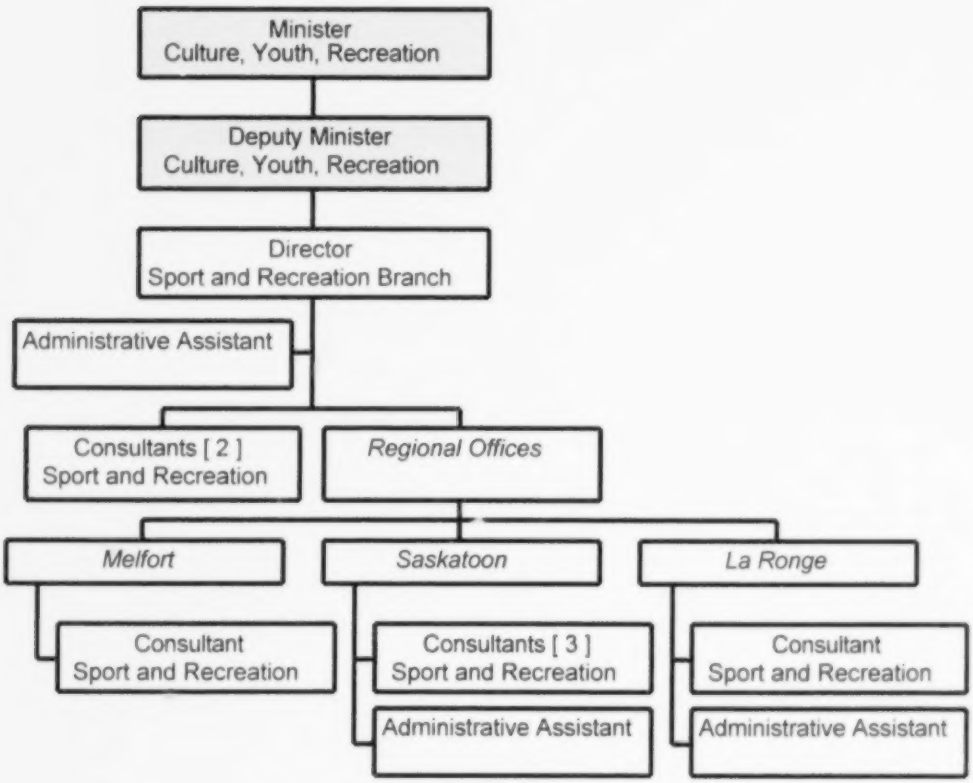
Best Practices

- Communities should be encouraged and assisted to develop plans and priorities for recreation opportunities that reflect the needs, interests, and desires of their citizens. Providing the broadest possible range of recreation opportunities for Manitobans is key to the health of communities throughout the province. This principle must also recognize the leadership role of the volunteer.
- Recreation opportunities available to communities can best be enhanced by developing local government's ability to respond to specific local interests and needs. This principle recognizes that local government, as the government closest to the community, should play the primary role in supporting recreation opportunities for Manitobans. The focus for provincial government involvement in recreation must be the strengthening of local governments' ability to respond to the needs of their citizens through a more flexible approach to provincial assistance. This requires: greater flexibility in the way local government may use their provincial support in the creation of recreation opportunities; training and consultation for elected officials and volunteers at the local level; clearer definitions of roles and responsibilities among those involved in partnerships to create and provide recreation opportunities; and formal agreements among participating partners to encourage community co-operation and participation.
- Communities throughout Manitoba can become more successful in providing a broad range of recreation opportunities by learning facts and knowledge about recreation and from the lessons of one another's experience in all parts of the province. The Province should provide leadership for the dissemination of information about current recreation preferences and/or patterns of participation; an ongoing exchange of information and experience among communities and groups to promote learning from one another's experience; co-operative efforts among groups or communities to address particular recreation issues or concerns; and effective communication of information related to government

recreation programs and activities to ensure all communities are aware of all available resources.

Saskatchewan

Saskatchewan
Department of Culture, Youth, and Recreation
Sport and Recreation Branch



Description

Culture, Youth, and Recreation has over 80 fulltime equivalent positions. The Sport and Recreation Branch works directly with a variety of organizations that comprise the provincial sport and recreation delivery system. The provincial sport and recreation delivery system includes the following organizations: Sask Sport Inc., Saskatchewan Parks and Recreation Association, Regional Recreation Associations, and Zone Sports Councils. The Branch provides consultative and technical services to a variety of multi-sport competitive games. The Branch also helps support the Canadian Sport Centre – Saskatchewan, managed by Sask Sport Inc. Note that all non-regional staff are in Regina, and Regional Administrative Assistant/Supports are half time.

The department is committed to increasing physical activity by 10% by Saskatchewan's Centennial in 2005. In August 2001, the department released "A Physically Active Saskatchewan - A Strategy to Get Saskatchewan People in Motion". This provincial strategy was developed collaboratively with the sport, recreation, culture, education, and health sectors to address the significantly high level of physical inactivity in this province. The commitment will build on the huge success of the Saskatoon Health Region's InMotion program that has increased the level of physical activity among Saskatoon residents by 13 per cent since its inception in 1999. This province-wide program is unique to Canada and focuses on health promotion and active living. Each Regional Recreation Association within Saskatchewan will be the "regional InMotion communication hub" for its respective region.

In order to achieve its mandate, the department works very closely with the province's voluntary sector. This includes ongoing work with the three "global" organizations of Sask Sport Inc., SaskCulture Inc., and the Saskatchewan Parks and Recreation Association (S.P.R.A.) that oversee a network of 12,000 volunteer community organizations that deliver sport and recreation programming in about 1,150 urban, rural, and northern communities. This $20 million system is operated and delivered by volunteers based on an agreement between government and the three global organizations. They develop the strategic plans, govern, make funding decisions, and monitor and evaluate programs. This system of volunteers delivers the vast majority of sport, cultural, and recreational programming in Saskatchewan as well as assisting government with many of its key priorities such as the Physically Active Saskatchewan Strategy and Saskatchewan's Action Plan for Children.

Saskatchewan Culture, Youth and Recreation has compiled a contact listing for all Saskatchewan sport, recreation and culture organizations in the province, as well as a 2003 Programs and Services Guide. Both are available online.

Historical Notes

Sport and recreation work is evolving away from direct provision of services to its constituent groups and toward a base of stronger public policy that will guide its direction and that of its many sector partners. Government departments including Saskatchewan Health and Saskatchewan Learning, through its SchoolPlus initiative, are key partners in promoting increased access to sport and recreation programs and in promoting the benefits of increased physical activity.

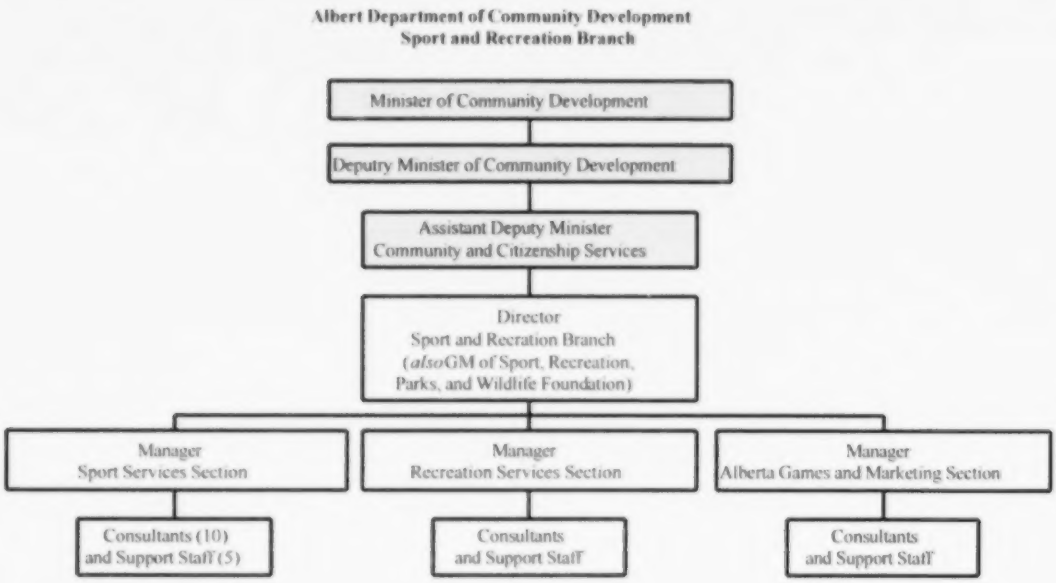
Many of Saskatchewan's culture and recreation initiatives are funded through a portion of lottery (distributed through a lottery agreement) and casino (distributed through the Community Initiatives Fund) profits. These funds are delivered to the people of Saskatchewan through three important, independent "global" organizations - Sask Sport, Inc., Saskatchewan Parks and Recreation Association, and SaskCulture, Inc. Culture, Youth, and Recreation administers the legislative and regulatory framework for managing, distributing, and use of these funds, and provides the global organizations with consultative services in program delivery.

Note that there have been some complaints from smaller communities about lack of services due to the nature and arrangement of regional offices.

Best Practices

- To achieve their goals, physical activity programs must concentrate on strengthening partnerships, building awareness, targeting community strategies, and measuring success.

Alberta



Description

Alberta Community Development consists of, and provides support services to, five main program divisions as well as agencies and foundations. Within the Community and Citizenship Services Division there is the Volunteerism and Facilitation Services Branch which provides field facilitation services at four regional and seven satellite offices, as well as access to seniors, sports, and other ministry programs, and support to Alberta's volunteer sector). Additionally, the Alberta Sport, Recreation, Parks, and Wildlife Foundation supports the development of recreation, sport, parks and wildlife activities in the province by recommending, to the Minister of Community Development grant assistance to provincial recreation and sport organizations. The foundation sponsors major games, supports the development of active lifestyles, and receives donations in support of land conservation and other programs.

Finally, the Sport and Recreation Branch contributes to the quality of life by collaborating with communities to promote healthier and more active lifestyles, support athletic achievement, and encourage the preservation of natural environments and community parks. The branch's role is to support sport and recreation participation opportunities for all Albertans, as well as providing all policy, planning, administrative, and technical support to the Alberta Sport, Recreation, Parks and Wildlife Foundation. The Sport and Recreation Branch has three sections:

The *Sport Services Section*, which has recently signed a bilateral agreement with the Federal government to increase sport participation, enhances the development of sport through its involvement at the international, interprovincial, provincial and community levels by:

- delivering annual financial support to the provincial sport associations;
- providing coaching development opportunities;
- supporting host communities staging the Alberta Winter, Summer, and Seniors Games;
- coordinating and supporting Alberta's participation in the Canada Winter and Summer Games, the Arctic Winter Games and the Western Canada Summer Games;
- coordinating Alberta International Sport Exchanges with Alberta's sister provinces of Hokkaido, Japan and Kangwon, Korea;
- delivering the Development Initiatives program;
- contributing to Federal-Provincial/Territorial programs through participation on the Federal-Provincial/Territorial Sport Committee;
- providing education programs and information to the sport community.

The *Recreation Services Section* promotes participation in physical activity and recreation at the provincial and community levels by:

- supporting broad participation opportunities in recreation;
- providing leadership for government involvement in the promotion of physical activity by coordinating Active Living initiatives;
- supporting municipally elected and appointed officials and recreation professionals through the annual Energize Workshop and Volunteer Awards;
- promoting the benefits of recreation;
- coordinating research and determining recreation trends and participation patterns of Albertans through the Alberta Recreation Survey;
- developing current and future Aboriginal leaders through the Alberta's Future Leaders program;
- evaluating the status of Alberta's recreation infrastructure and making recommendations regarding the infrastructure needs;
- delivering the annual financial support to the provincial recreation associations;
- providing office space, printing services and other services through management of the Percy Page Centre;
- contributing to the Federal-Provincial/Territorial programs through participation on the Federal-Provincial/Territorial Advisory Committee on Fitness and Recreation.

It also encourages the preservation and public use of natural environments and community parks by:

- providing leadership for government and working with other organizations on the development of the Trans Canada Trail and Wild Rose Trail systems;
- administering the Municipal Recreation/Tourism Areas grant program;
- inspecting and managing lands and facilities owned by the Alberta Sport, Recreation, Parks, and Wildlife Foundation;
- providing consultative services through the Park and Wildlife Ventures program (land trust).

The *Alberta Games and Marketing Section* enhances the development of sport through its:

- *involvement at the provincial and community levels;*
- support to provincial and zone multisport games;
- marketing of the programs and services of the Alberta Sport, Recreation, Parks, and Wildlife Foundation.

Note that regional delivery is handled through other organizations (e.g. recreation facility personnel, sport associations, etc.), not through the Sport and Recreation Branch.

Historical Notes

The organization relating to sport and recreation delivery within the provincial government is largely a result of historical political constraints and influence, though it has been in its present form for close to a decade. The Sport, Recreation, Parks, and Wildlife Federation was the result of a merger of the provincial Sport Council and the Recreation, Parks, and Wildlife Federation about ten years ago. The Sport, Recreation, Parks, and Wildlife Federation has a large budget coming from Alberta Lotteries, though it is staffed entirely through the Sport and Recreation Branch (whose much smaller budget comes from general revenues). Although the Branch is seen to satisfy many needs, there is a general sense from within of there being too many "masters to serve", and a general lack of understanding about the sport and recreation structure from the public's perspective.

Best Practices

In 1997, the Minister of Community Development established the Active Living Task Force to consult with Albertans and develop a provincial Active Living Strategy. The Task Force developed 23 recommendations from input received through focus group meetings held throughout the province to promote active living in communities, schools, and the workplace. The recommendations are incremental and meant to be implemented over time.

To facilitate recommendations identified in the Alberta Active Living Strategy, the Task Force brought together several government departments to form the Minister's Active Living Coordinating Council. The Council, representing Community Development, Health and Wellness, Learning, Justice and Attorney General, Human Resources and Employment, Children's Services, Municipal Affairs, and the Workers' Compensation Board, collaborates to influence legislation, policies, information, community design, and incentives to support Albertans. The Ministers' Co-ordinating Council will be meeting late in 2001 to review progress in implementing the recommendations and to identify remaining priorities for action.

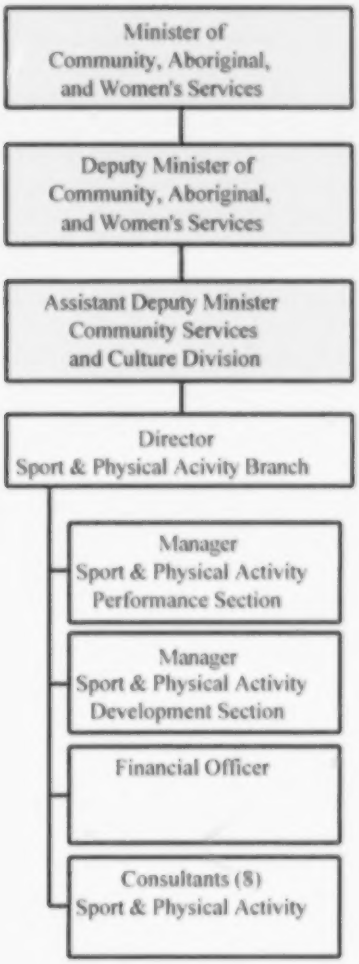
Following are some of the key recommendations:

- That the Provincial Government Departments of Community Development, Education, Health, Family and Social Services, and Justice include development of "Active Living Skills for Healthy Living" in the goals and strategies of their Three Year Business Plans;
- That each Regional Health Authority becomes a model for programs on Active Living and healthy eating and that Active Living and nutrition staff and services be included as part of the Authorities' health promotion programs.

- That eight regional Active Living Coordinators be contracted to assist in the community-based delivery of Active Living programs and services.
- That discussions with the Alberta Medical Association and the College of Family Practice of Alberta be initiated to encourage physicians to develop a "green prescription" program similar to the New Zealand program of prescribing Active Living as a treatment.
- That the Community Facility Enhancement Program be modified to assist Alberta municipalities in maintaining and upgrading existing indoor/outdoor recreation infrastructure.
- That a revised physical education curriculum, with an "active life skill focus," be developed for Alberta schools and that Alberta Education provides support for the implementation of this new curriculum, including professional development for existing staff and new specialist staff.
- That all operators of housing and care institutions for older adults, are required to provide facilities and resources, including appropriate staff, in order to provide opportunities for residents to engage in regular physical activity.
- In cooperation with the Workers' Compensation Board, a fee structure is established to act as an incentive for employers to provide work place Active Living programs.

British Columbia

BC Ministry of Community, Aboriginal, and Women's Services:
Sport & Physical Activity Branch



Description

British Columbia is the most physically active province in Canada. The Sport and Physical Activity Branch's programs and services support the goal of building stronger communities and healthier individuals from the recreational participant to the high-performance athlete. BC's strong sport system is built from the hard work and commitment of volunteers, provincial sport and recreation organizations, coaches, athletes, officials, and partners such as Sport BC, B.C. Recreation and Parks Association, Coaches Association of B.C., B.C. Games Society, PacificSport Group, B.C. School Sports, ProMOTION Plus and the Sport Medicine Council of B.C. About 750,000 British Columbians are registered members of provincial sport organizations — three-quarters of whom are youth and children.

British Columbia's PacificSport Group makes B.C. the only province with two national sport centres and five regional sport centres, the foundation of the Branch's Regional Delivery system. Regional coaches are supported in their daily work through designated management committees made up of local and provincial contacts. At each Regional Sport Centre, the General Manager offers staff support to their respective Board of Directors and offers much-needed administrative assistance to the hired coaches and contacts at the centre and community at large.

Regional delivery program success results from highly skilled NCCP Level 3 coaches supported by the strong leadership of the provincial sport organizations, PacificSport Group, multisport organizations, and the local abilities and community spirit of regional sport stakeholders.

Historical Notes

While the Sport and Physical Activity Branch has had its present structure for some time, this is likely to change by mid 2004 as the Branch takes its place in the new Olympics Secretariat. At the present time, and this will likely only be added to with the future move, the Branch is has a dual focus: inactivity (Sport for All) and sport excellence, and these are lead by the Manger-Development and the Manger-Performance respectively.

The genesis of Regional Delivery occurred in 1992, when the government of British Columbia – through the provincial sport branch – undertook an extensive community based consultation process involving more than 20 communities to examine regional delivery. A wide range of sport stakeholders including provincial sport organizations, community sport groups, schools districts, universities and colleges to name a few, expressed considerable interest and support for a system that would strengthen links between provincial and community sport and recreation agencies.

In March 1999, the PacificSport Group was launched. The PacificSport Group is a common name, visual identity and branding, communications, revenue sharing from joint sponsorships, and fund-raising and governance structure. Each Regional and Canadian Sport Centre continues to be responsible for the policies, procedures and direction of their respective centres. However, a "Council" manages all collaborative programs, activities, events and other initiatives of the PacificSport Group.

The "Council" is made up of representatives from each national and regional sport centre, the Sport and Physical Activity Branch and a coach, athlete and provincial sport organization representative. The Council is responsible for managing sport centre development and the delivery of services for athletes, coaches, volunteers and sport specialists in the province. Decisions of the Council are presented for review and approval by the Board of Directors on the individual regional and national sport centres.

To further the Sport and Physical Activity's devolution of programs to the sport system, the PacificSport Group through a Memorandum of Understanding and an Agreement for Financial Assistance, manages the Regional Delivery program and grants. The PacificSport Group is the culmination of the province's Regional Delivery Program's vision to establish a seamless system of sport delivery in B.C. and to provide sport programs and coaching "closer to home".

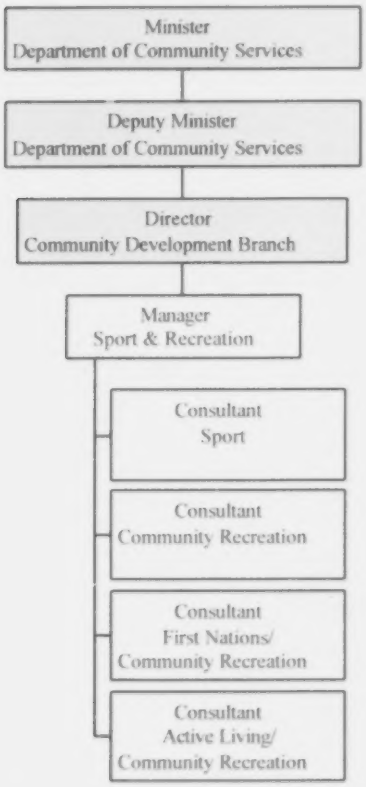
Best Practices

Each year, the Sport and Physical Activity Branch provides funding to Provincial Sport Organizations (PSO's) through the Block Contribution Program which is administered by Sport BC. The Branch currently provides funding to 63 Provincial Sport Organizations (PSO's).

- Provincial Sport Organizations (PSO's) applying for funding must meet 18 eligibility criteria. Following are some examples of organizational requirements:
    - primary sport activity must be a physical activity involving large muscle groups, etc.
    - must be incorporated and in good standing for a minimum of two years.
    - evidence a volunteer leadership structure that is democratically elected by its membership
    - must be guided by a membership-ratified Vision, Values, and Mission Statements
    - must follow financial management procedures that meet GAAP
- Funding levels are based on a tri-annual performance-based audit called Sport Discovery. Provincial sport organizations funded by the branch are ranked according to performance measures (based on input from the sport industry) and funding levels are set according to an organization's placing on the ranking scale.
- The Branch funds organizations at the provincial, rather than local level.
- The Branch also provides resource materials such as the Sport Macroscope (an organizational planning and self-assessment guide), Best Practices (collection of best practices in organizations, coaching, athlete and officials development), Athlete Development Model, Coaching Development Model, and Official Development Model, as well as professional development workshops and conferences.

Yukon

Yukon Department of Community Services
Sport and Recreation

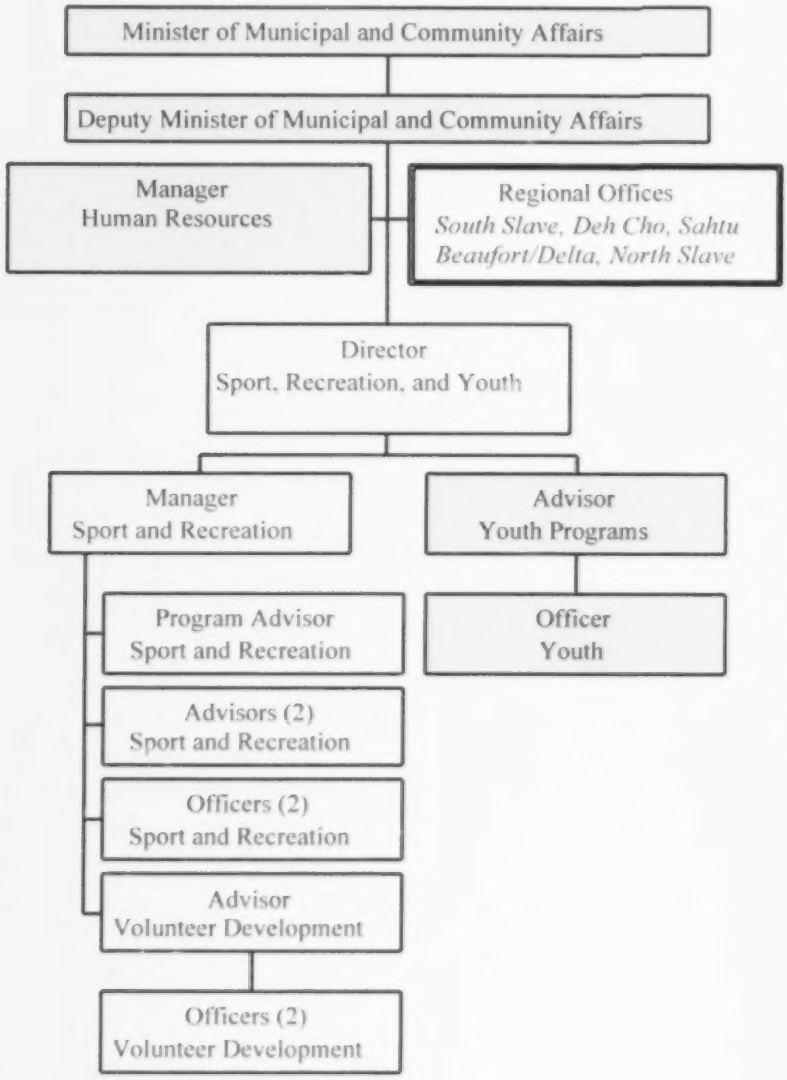


Description

Yukon Sport and Recreation promotes and develops recreation, sport, and active living. The Branch helps people grow, and live healthy and active lives, regardless of where they fit on the recreation and sport scale, as well as helping communities and organizations to become more independent. This is accomplished through advocacy, education, partnerships, leadership development, empowerment, appropriate community-based facilities, and an effective recreation and sport delivery system.

Northwest Territories

Northwest Territories Department of Municipal and Community Affairs
Sport, Recreation, and Youth



Description

The Department of Municipal and Cultural Affairs (MACA) works with each Northern community through Headquarters and through their Regional Offices to support community governments and improve the quality of life for Northern residents. The Regional Offices deliver the department's front-line services to community governments.

and are staffed to carry out all of the departments functions including sport and recreation (e.g. territorial games, travel assistance, training, coaching programs).

MACA has three main areas of Sport, Recreation, and Youth programming:

- Delivery of national programs with partners such as the Active Living Alliance for persons with disabilities, Go For Green, the National Coaching Certification Program, Active Living (for able-bodied persons), and the Leisure Information Network;
- Policy and program development and funding (including the Youth Contributions, Community Initiatives, and Volunteer Development programs);
- Support to regions and communities in their sport, recreation, and youth program delivery.

The Department also funds sport and recreation events such as the Arctic Winter Games, the North American Indigenous Games, and the district-based Northern Games, Dene Games, and Mackenzie Dene Games. MACA's partners in Sport, Recreation and Youth include the Sport North Federation, NWT Recreation and Parks, and the Coaching Association of Canada.

Historical Notes

The Northwest Territories has one of the highest volunteer rates in Canada and the Department supports volunteers through its volunteer development staff and others.

With the shift from physically demanding nomadic lifestyles to more sedentary community lifestyles common across Canada, the Northwest Territories have begun a concentrated focus on promoting and supporting physical activity. For example, although recreation can include physical activity, active living, and cultural, social, and intellectual activities, for the purposes of funding assistance, priority is given to those activities that increase the physical activity levels of residents.

Best Practices

- Governance and financing of the sport and recreation system should be reflective of community and partner needs, and ensure a reasonable balance such that all citizens have equitable opportunities regardless of their ability to pay or geographic location.
- Staff, volunteers, and participants play important roles in sport and recreation programs and should be encouraged and supported to develop, deliver, and/or participate in skill development and/or training opportunities from the developmental through high performance levels.
- Promotion and delivery of traditional Aboriginal sport and recreation programs should be encouraged and supported to help preserve and strengthen traditions and culture.

Nunavut

Nunavut Department of Community Government and Transportation:
Sport Nunavut / Recreation & Leisure Division

Description

The Nunavut Department of Community Government and Transportation has two divisions that handle issues associated with sport and recreation.

Sport Nunavut handles territorial sport organizations, games preparation, referee/officials clinics, and other duties strictly related to sport. Physical activity and non-sport issues are handled through the Recreation & Leisure Division, which is committed to promoting social wellness by providing funding and support for recreation leadership skill development and the development of recreation and leisure opportunities throughout Nunavut. Initiatives include Go for Green, SummerActive, Active Schools Initiative, Active Communities Workshops, Nunavut Recreation and Parks Association, and the Regional Sport and Recreation Boards.

APPENDIX 2
Secondary Research: International

The following section provides an examination of two international government organizations that have relevance to the Nova Scotia situation. Our first example will be New South Wales, Australia, which is focused in Sport and Recreation side, and our second example is Maine, USA, which has its focus on the Health side. Again we have found that his research supports the idea of regional delivery systems, and increased prominence of physical activity as a priority.

New South Wales (Australia)
Department of Tourism, Sport, and Recreation
Sport and Recreation Division

Australia is recognized around the world as being a leader in integrated physical activity initiatives, and the New South Wales Department of Sport and Recreation has achieved promising results as it continues its efforts to combat inactivity. Though the Department has a focus on program delivery that is absent in the Nova Scotia Sport and Recreation Division, it does present a well-defined and highly functional model of a physical activity agenda being delivered through a sport and recreation-based government department. Here we will examine the structural organization, along with position descriptions, and best practices of this department.

Description

The New South Wales (NSW) Department of Sport and Recreation provides a wide range of sport and recreation programs to communities around NSW. The department's network of sport and recreation facilities throughout the state offers a range of healthy activities to communities. The department helps build communities by encouraging interest in physical activity and is constantly developing new programs and improving sport infrastructure. There is also a strong emphasis on working with industry partners and government agencies, and special efforts are directed to working with the disadvantaged.

As a leading provider of sport and recreation services, the department occupies a unique and influential position promoting the health and wellbeing of the people in the community. The department is committed to adding significant value to sport and recreation services throughout NSW through its diverse range of programs. Its eight regions assist local communities to develop and make best use of their resources so that quality sport and recreation opportunities are available to the community. Regional offices provide a wide range of services such as sport and recreation activities for children during school holidays, learn to swim programs, introductory sport and recreation programs for older adults, and training for volunteers. They also help develop sporting clubs and give assistance in preparing grant applications. New South Wales' eleven sport and recreation centres offer outdoor education programs for primary and secondary students which link to their curriculum, as well as activity programs during school holidays. The facilities enable community based sporting groups to conduct their own programs and self-contained holiday units are also available to individuals, families,

or community groups. The three regional academies of sport nurture talented athletes to achieve their potential in their chosen sport, as well as develop coaches, officials, and sports administrators.

Because sport and recreation are important factors in linking communities, the department works with industry and the community to:

- achieve common and lasting outcomes
- build cooperation between government agencies
- seek maximum leverage for its resources
- influence outcomes through grants and partnerships
- improve networks through the introduction of improved technology.

A major challenge is to increase awareness that physical activity improves quality of life, develops self-esteem in young people, helps youth at risk, maintains the fitness and wellbeing of older adults, and provides the opportunity to develop athletic talent.

Operations in the 2001/02 financial year resulted in total revenue of $82.8 million and total expenditure of $88.7 million. Revenue mainly comes from the NSW government and from programs and services provided by regional offices, sport and recreation centres and academies, and the western Sydney Olympic venues. Expenditure covers ongoing operations, grants to sporting organizations, grants to government agencies and, to a lesser extent, to the asset maintenance and acquisition program.

Organizational Structure – Divisions

Operations

Operations is responsible for the smooth running of eight regional areas including regional offices and eleven Sport and Recreation Centres.

Regional Offices assist local communities to develop and utilize their resources to provide quality sport and recreation services that help the community get active.

Sport and Recreation Centres offer outdoor education for schools, school holiday programs, and are available for a range of community uses.

Business Development is responsible for the marketing of the Department's products and services.

The **Duke of Edinburgh Award Scheme** is a program of development, adventure, challenge, and self discovery for young people.

Properties and Grants

Properties and Grants manages the Western Sydney Olympic venues (Sydney International Equestrian Centre, Sydney International Shooting Centre, Dunc Grey Velodrome, Blacktown Olympic Centre and the Ryde Aquatic Centre), facility development grants, Trusts, and special facility projects.

Industry and Partnerships

Industry and Partnerships work to increase community participation in sport and recreation by providing better places in which to get active.

Community Participation ensures people in underrepresented groups in our community - such as Aboriginal people, women, people with disabilities, people from culturally and linguistically diverse backgrounds, older people, and youth and risk - have access to sport and recreational activities.

Industry Development assists the development of the industry by providing support to sport and recreation organizations.

Regional Academies of Sport nurture talented athletes to achieve their potential in their chosen sport.

Employee Services

Employee Services provides advice to our staff and work in partnership with managers on a range of employee related issues. Employment Screening provides advice to sport and recreation groups about child protection legislation and employment screening.

Information Technology

Information Technology is responsible managing all IT software and hardware for the Department.

Financial Services

Financial Services is responsible for our financial reporting, managing cash flows, and maintaining the financial information system.

Executive Services

Executive Services is responsible for supporting the Director-General and the Minister for Sport and Recreation.

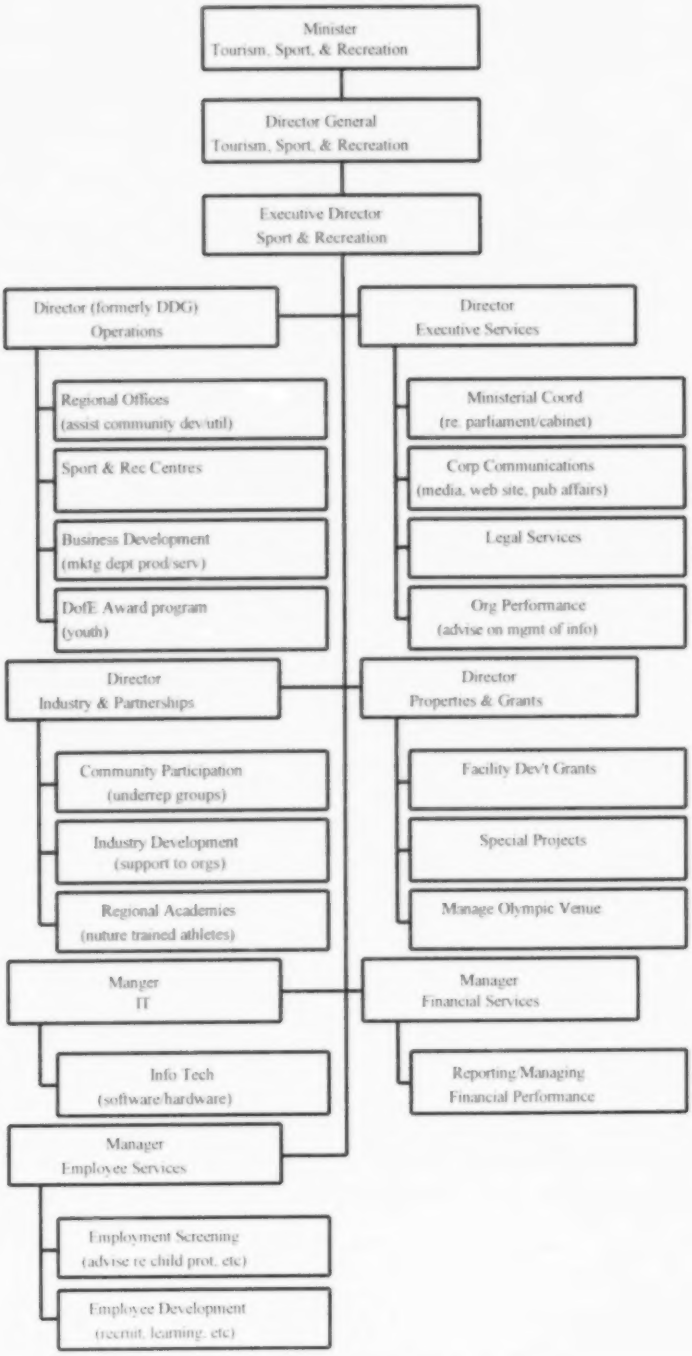
Ministerial Coordination is responsible for the coordination of ministerial briefings, correspondence, and documentation for Parliament and the NSW Cabinet.

Corporate Communications and Media manages all visual communications for the Department, and is responsible for the web site, production of printed material, and corporate identity. The unit also manages and coordinates all public affairs and media matters.

Legal Services provides legal support and advice on corporate and operational issues affecting the Department.

Organization Performance provides specialist advice on performance, measurement, and the management of information.

New South Wales (Australia)
Department of Tourism, Sport, and Recreation
Sport and Recreation



Organizational Structure – Positions

There are about 300 staff in the entire department. The following positions are directly related to the sport, recreation, and leisure industries:

General positions

Development Consultants

Development Consultants provide strategic advice and support to the industry and to operational divisions within the Department regarding the development of policy and practice related to sport and recreation. The Development Consultant provides advice and guidance to all levels of Government and the sport and recreation industry. The position also identifies, develops, and maintains partnerships with sport and recreation program and service providers.

Marketing Coordinators

The Marketing Coordinator assists with the formulation and implementation of marketing plans and procedures for the operation, development, and continuous improvement of Department's products, services, and activities. The position's major purpose is to increase awareness throughout the community as to the Department's role and services and maximize participation and revenue generation within the Department's programs and services.

Regionally based positions

The Department's Operations Division incorporates eight Regions, which includes nine residential Sport and Recreation Centres and two Academies of Sport. The Regions are the service delivery arm of the organization. As a network, they provide a comprehensive range of sport and recreation services and programs. Each regional office consists of regional management staff and Development Officers, administration, and/or clerical staff. The Sport and Recreation Centres/Academies are residential venues that offer a range of outdoor recreation and educational programs for school age children, family, and community groups. Each Centre/Academy is staffed by a General Manager, Program Coordinator, and a number of program staff.

Regional Directors

Regional Directors are responsible for the development and implementation of strategies at regional and local levels to assist the Department in achieving its strategic outcomes as determined in the corporate plan. The Regional Director manages human, financial, and physical resources of the Region, including the services provided by the Regional Office and Sport and Recreation Centre(s) to oversee the maximization of revenue generation within a social justice framework. Regional Directors also provide leadership to the sport and recreation industry within the Region to enhance the profile of the Department and maximize facilitation of partnerships with relevant stakeholders to ensure best possible use of available Department and community resources.

Regional Coordinators

The Regional Coordinator is responsible for the day to day management of the Regional Office operations including providing leadership and direction to staff, consultation and advisory services to stakeholders, and high level support to the Regional Director. The Regional Coordinator is part of the Regional Management Team and contributes to the regional planning and strategic direction for the Region.

Development Officers
Development Officers organize, develop, and facilitate the delivery of sport and recreation programs and services and specific Government and Department initiatives that address community, social justice, and equity issues. This role is undertaken within the Sydney metropolitan area and regional communities of NSW. The Development Officer's play an important role in assessing and responding to current and future local and regional sport and recreation issues and needs. These positions are also proactive in developing community partnerships and networks to enhance the facilitation of the delivery of services.

General Manager
The General Manager is responsible for the overall management of the Sport and Recreation Centre/Academy in the Region and provides high level assistance to the Regional Director in relation to strategic regional issues. The General Manager maximizes occupancy rates, program delivery, and the development of new business opportunities aimed at maximizing program participation and revenue generation. The General Manager is part of the Regional Management Team and contributes to the development and implementation of all Departmental services within the Region.

Assistant General Managers
The Assistant General Manager is responsible for managing the operational aspect of the Sport and Recreation Centre including the coordination of the human and financial resources. The position also assists the General Manager in developing new business opportunities aimed at maximizing revenue within the Centre. The Assistant General Manager provides leadership and direction to staff to ensure effective delivery of the Centre's services and is also responsible for ensuring that programs provided by the Centre meet client demands and expectations.

Program Coordinators
The Program Coordinator is responsible for the development, coordination, and implementation of programs conducted at the Sport and Recreation Centre/Academy. This involves liaison with client groups, supervision of program staff and development, and implementation of programs delivered by the Centre. The Program Coordinator works closely with the General Manager and Assistant General Manager in making operational decisions relating to program implementation and delivery, the management of program staff and the development of policy.

Program Officers
Program Officers are responsible for the delivery and implementation of sporting, recreational, and outdoor education programs conducted at Sport and Recreation Centres/Academies. The Program Officer works closely with the Program Coordinator to review and develop programs that meet the needs of clients as well as liaise with client groups during programs to ensure needs are being met.

Executive Officers
Executive Officers manage Regional Academies of Sport. They develop, coordinate, and support the delivery of athlete development programs and other programs and services to provide equitable opportunities for young talented athletes.

Best Practices and Notes by Subject Area

Building Industry and Community Capacity

- Facilitate provision of opportunities that enable people to regularly participate at their chosen level in sport, recreation, and physical activity
- Seek and create opportunities to promote sport, recreation, and physical activity as tools of social change
- Work with sport, recreation, and physical activity organizations to identify and develop the skills and knowledge they need for strong corporate management
- Support development of and compliance with industry standards for safety
- Work in partnership with community and industry organizations to develop sustainable practices and services that are inclusive of under-represented and disadvantaged groups

Client Driven Services

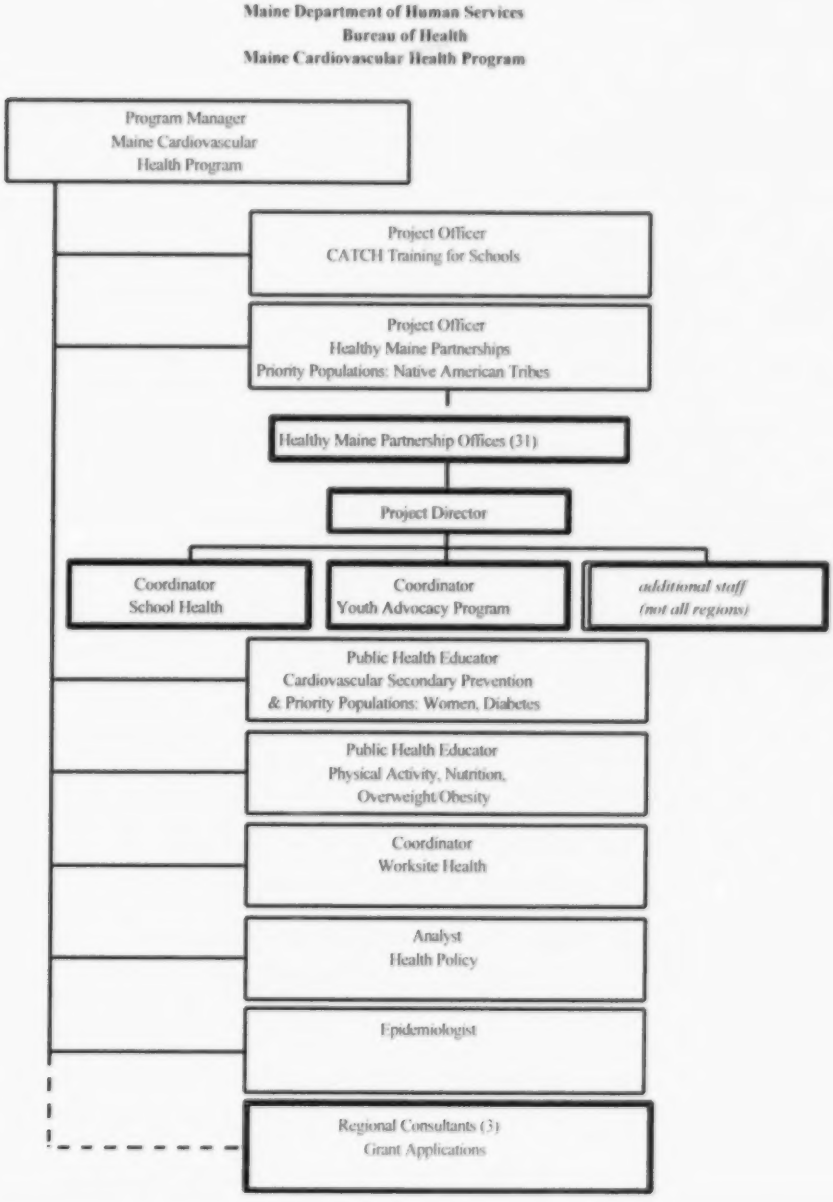
- Strengthen capacity to identify, understand, and respond to clients' needs
- Continually review and improve individual services and product mix in light of client needs and industry best practice
- Work in partnership with industry, community, and government to achieve better service outcomes for clients

High Performing Management and Workforce

- Staff and management are skilled, knowledgeable, and motivated to achieve departmental expectations and outcomes
- Create a culture of continuous improvement. Actively seek formal and informal opportunities to promote a learning culture.
- Define skills and competencies needs, identify gaps, and implement plans to address priority areas
- Build collaborative approaches for decision making and information sharing between staff and management
- Recognize and strengthen staff and managements capacities for leadership and innovation
- Policies, work practices, and systems support the ability of management and staff to contribute to departmental purpose. Realign existing policies, work practices and systems with the agreed business model
- Work environment is productive, safe, healthy, and satisfying

Maine (USA)
Department of Human Services – Bureau of Health
Maine Cardiovascular Health Program

Organizational Structure



Description

Over half of Maine adults have a sedentary lifestyle. Thirty four percent of high school students do not participate in vigorous physical activity three or more days per week, and 95% do not attend daily physical education classes. Over half of Maine adults are also either overweight or obese, and this has increased 20% in only ten years.

The Maine Cardiovascular Health Program is the lead agency for physical activity in Maine. Working through a network of community, government, and health partners, the Maine Cardiovascular Health Program explores prevention opportunities in neighborhood, school, work site, and health care settings. Program components include:

- Assisting the 31 Healthy Maine Community Partnerships and other community groups to address physical inactivity, poor nutrition, tobacco use, high blood pressure, and high cholesterol.
- Assisting businesses in implementing low or no-cost strategies to improve employee health.
- Developing and conducting a statewide media and public awareness campaign on physical activity and nutrition.
- Developing state-level policies that support individuals making healthy choices.

The Maine Cardiovascular Health Program receives funding from the Centers for Disease Control and Prevention. A Nutrition and Physical Activity state plan is being developed, and physical activity is also a component of the Cardiovascular Health state plan. There is a focus on population-based prevention through partnerships and coordination with governmental and non-governmental partners. There is also a strong emphasis on promoting heart healthy policies and making physical and social environmental changes to address the risk factors of physical inactivity, poor nutrition, tobacco use, high blood pressure, and high cholesterol. Part of their physical activity initiatives is "Promoting Trail Development and Use of Safe Community Routes for Walking and Biking".

The Maine Cardiovascular Health Program collaborates with the Partnership for a Tobacco-Free Maine and the Community Health Promotion Program to provide support to the Campaign for a Healthy Maine Community School Partnership grantees who are funded to address physical inactivity, poor nutrition, and tobacco use in 31 community and school sites throughout the state of Maine. The Maine Cardiovascular Health Program funds three regional consultants to support the grantees in community development.

Program activities funded through the Maine Cardiovascular Health Program include staff for the Maine Cardiovascular Health Council and the Governor's Council on Physical Fitness and Sports. A new policy coordinator is reviewing state level policies and preparing recommendations of changes to promote physical activity and good nutrition. The next step will be to educate legislators about the importance of these changes. A work site coordinator, another position at the Maine Cardiovascular Health Council, assesses and supports heart healthy work site policies and environments. The coordinator conducts a pre- and post-evaluation of the worksites that are assessed, giving priority to interested worksites with lower-income employees. Evaluators conduct state-level evaluations of the Maine Cardiovascular Health Program and collaborate with

the evaluation staff of Partnership for a Tobacco-free Maine on the Campaign for a Healthy Maine. Finally, the Maine Cardiovascular Health Program trains professionals, community members, and teachers to support heart health.

Much of the regional delivery system is carried out through the Healthy Maine Partnership, which has 31 units spread across the state. These units are associated with medical facilities, typically hospitals, and are funding is provided with tobacco settlement money from the Fund for a Healthy Maine, through the Partnership for a Tobacco-Free Maine, Bureau of Health.

The Maine Cardiovascular Health Program partners with the American Heart Association and Maine Cardiovascular Health Council to address secondary prevention of cardiovascular disease by training clinicians. They are also collaborating with the Maine Nutrition Network to develop a media campaign for physical activity and nutrition. Additionally, they are partnering with the Department of Education to offer the CATCH Program as a pilot in Maine elementary schools and to coordinate school health, physical activity, and nutrition in Maine schools for children and young people.

Historical Notes

Healthy Maine Partnerships (HMP) is a new initiative that was established to link aspects of four BOH programs: Partnership For A Tobacco-Free Maine (PTM), Maine Cardiovascular Health Program (MCVHP), Community Health Program (CHP), and the Bureau of Health Coordinated School Health Programs (BOH, CSHP), in collaboration with the Department of Education's Coordinated School Health Program (DOE, CSHP). Healthy Maine Partnerships facilitates the coordination of the state and local intervention activities funded by the tobacco settlement and assures linkages with related program activities. Each of the local Partnerships works to reduce tobacco-related chronic diseases by developing and implementing comprehensive community-level interventions that promote and support tobacco use prevention, increased physical activity and healthy eating, primarily through policy and environmental change.

The Healthy Maine Partnerships (HMP) initiative is in the fourth year of its five year program. This concentrated regional system is quite unique amongst the states, and has received a very positive response from stakeholders, who feel it is helpful in serving the expansive rural areas of the state, who lack much of the infrastructure that is common in more densely populated states. These offices are run by a Project Director, and always have at least on School Health Coordinator, and staffing levels fall within the two to six employee range. Typically there is an additional full or part time staff person to coordinate Youth Advocacy Programs, as well as additional staff in some areas. This partnership is funded to development support for community based programs and coalitions, provide leadership, and facilitate communications between the State and local levels. Healthy Maine Partnerships supports four levels of partnering: 1) across four Board of Health programs and the Department of Education, 2) between all state programs and the 31 local Partnerships, 3) within each of the 31 Partnerships, collaborations between a local lead agency and a participating School Administrative Unit (SAU), 4) among the 31 local Partnerships. Note that there has increasingly been a recognition that hospitals are not necessarily the most appropriate location for community oriented organizations such as HMP.

Maine's first Governor's Council on Physical Fitness and Sports was initiated by Governor John McKernon (1987-1995). During the years that followed, the Maine Cardiovascular Health Council, through their partnerships, addressed cardiovascular health risk factors throughout their scope of work in the areas of blood pressure control, diabetes education programs, cholesterol awareness, supported smoking cessation interventions, and improved nutrition. The one remaining risk factor that still needed attention was physical activity. Through the combined efforts of the Maine Cardiovascular Health Council and the State of Maine Bureau of Health, the Governor's Council on Physical Fitness and Sports was re-established by Governor Angus King. In an Executive Order dated January 30, 1996 twenty members were appointed to serve on the Council. A part-time staff position was created to provide administrative support to the Council and Council activities, funded by federal block grant money through the Bureau of Health. A February 14, 2003 proclamation included an expanded role for the Council. The Council is now the Maine Governor's Council on Physical Fitness, Sports, Health, and Wellness and works with three council staff, including: Staff Director, Assistant Project Director, and an Administrative Assistant.

Note that there is no specific state-level agency for Sport and Recreation (which is typical throughout the United States). Certain agencies have sport-related programs, such as Partnership for a Tobacco-Free Maine's Tobacco-Free Athletes Program, but much of this work is spread across universities (e.g. Centre for Coaching Education), counties, and municipal governments.

Best Practices

In October 2000, the Maine Bureau of Health held the Blaine House Summit on a Healthy Maine. National leaders in public health educated and motivated more than 400 participants to take action towards improving the health of Maine residents. The summit was followed by a newsletter that will be published periodically to share success stories from around the state and more information about how to make Maine healthier.

APPENDIX 3
Consultation List

The following individuals were consulted through focus groups, face-to-face meetings, or telephone/e-mail discussions.

Note: The region noted in brackets after each name is the region in which the consultation took place, and doesn't necessarily reflect the range of input for individuals involved in provincial and other broad-based organizations.

CB = Cape Breton Region
HL = Highlands Region
FD = Fundy Region
CN = Central Region
VL = Valley Region
SS = South Shore Region
CA = Other Canadian
TE = telephone/e-mail contact/submission

Pam Adams (FD)
Director of Leisure Services
Town of Springhill

Norm Amirault (SS)
Director, Recreation and Community Facilities
Region of Queens Municipality

Scott Anderson (VL)
President
Risk Management for Recreation
also Valley Health, Seniors

Mike Arthur (CN)
Director, Community Development/Physical Activity
Sport and Recreation Division
Nova Scotia Office of Health Promotion

Yann Artur (CB)
Fitness and Active Living Coordinator
Cape Breton Wellness Centre

Linda Atkinson (FD)
Regional Representative
Sport and Recreation Division, OHP

Ken Bagnell (CN)
President and NCI Director
Canadian Sport Centre Atlantic

Kari Barkhouse (SS)
Tobacco Strategy Coordinator, Chronic Disease Prevention
Public Health Services

Jim Barkhouse (SS)
Chester Basin - New Ross - Chester Lions Club

Laura Barkhouse (SS)
Trails Co-ordinator
Municipality of District of Lunenburg

John Bedard (VL)
President
Valley District Soccer Association

Wendy Bedingfield (VL)
Chair of National Coaching Certification Council
also Professor, School of Recreation Management and Kinesiology
Acadia University

Steve Belding (CN)
Secretary/Treasurer
Nova Scotia Bodybuilding

Kevin Benjamin (SS)
Parks Coordinator
Chester

Valery Bobbett (CB)
Program Coodinator
Cape Breton Regional Municipality Recreation

Mayor Ernie Bolivar (SS)
Town of Bridgewater

Clifford Boudreau (CB)
Director, Department of Tourism, Culture, and Recreation
Municipality of the County of Richmond

Charlie Bowne (CB)
Former President and Current Treasurer
Baseball Nova Scotia
also Manager, Sydney Mines and District Community Centre

David Brennick (CB)
Director, also Steering Committe for Active Kids, Healthy Kids
Network for Children and Youth for Eastern Nova Scotia

Louis Brill (CN)
General Manager
Special Olympics

Fred Brooks (CB)
Senior Manager
Cape Breton Regional Municipality Recreation

David Brown (FD)
Director of Leisure Services
Municipality of East Hants

Frank Bruleigh (CB)
Manager
Cape Breton Regional Municipality Recreation

Debbie Buckoski (CN)
Acting CEO/Manager of Finance and Administration
Sport Nova Scotia

Bill Burke (SS)
President
Burke Oliver Consultants

Sue Burley (FD)
Manager of Recreation Services
Municipality of Colchester

Linda Cahill (SS)
Hubbards Barn Association

Patricia Cameron (HL)
Recreation Coordinator
Town of Antigonish

Sandi Carmichael (VL)
Principal
Port Williams Elemtary School

Jim Campbell (FD)
Director, Regional Services
Sport and Recreation Division
Nova Scotia Office of Health Promotion

Coleen Chisholm (CB)
Regional Representative
Sport and Recreation Division, OHP

Colin Chisholm (HL)
Deputy Warden
Municipality of the County of Antigonish

Maxine Christo (SS)
Canaan Community Center

Charles Clattenburg (CN)
Director of Facilities
Department of Education
also Chair of Community Use of Schools Committee

Yvon Clement (CN)
Blind Sports Nova Scotia

Peter Cobbold (SS)
Ocean Swells Community Center

Jody Conrad (CN)
Go For Green Consultant
Sport and Recreation Division
Nova Scotia Office of Health Promotion

Lewis Conrad (SS)
President
Queens ATV Association
also South Shore Safe Community Committee

Susan Coombs (CB)
Program Coodinator
Cape Breton Regional Municipality Recreation

Carol Davis-Jamieson (CN)
Regional Representative
Sport and Recreation Division, OHP

Paul D'Eon (CN)
Special Projects
Lifesaving Society
also NSOLD

Remi Deveau (HL)
President
Les Jeux de l'Acadie
also Elementary School Teacher

Patrick Dixon (FD)
Facility Manager
Town of Amherst

Paul Doiron (HL)
President
Antigonish/Guysborough Minor Softball

Denise Dreimanis (CN)
Speakers Bureau
Active Living Coalition for Older Adults
also Nova Scotia Fitness Leaders Association

Bette El-Hawary (CN)
Executive Director
Swim Nova Scotia

Helen Farrell (HL)
Public Health Nurse
Pictou County DHA

Joel Fingard
Sport and Recreation Consultant
Recreation and Regional Services Branch
Manitoba Department of Culture, Heritage, and Tourism

Cindy Fraser (HL)
Recreation Coordinator
Pictou County Recreation

Rick Fraser (CB)
Sport, Fitness, and Active Living, also Sydney Minor Baseball and CBRM Building Inspector
South End Community Development Association

Andrea Gaudet (FD)
Aquatic Manager
Municipality of East Hants

Rick Gilbert (CN)
Executive Director, Youth, Parks, and Recreation Sector
Nova Scotia Youth Secretariat

Chris Graham
Sport and Physical Activity Consultant
Sport and Physical Activity Branch
British Columbia Ministry of Community, Aboriginal, and Women's Services

Maureen Graham (CN)
Rope Skipping Association of Nova Scotia

Emily Gray (CB)
Program Coodinator
Cape Breton Regional Municipality Recreation

Ewen Gregory (FD)
President
East Hants Seniors Games
also VP, Seniors Fundy Games

Doris Haas
Director
Sport and Recreation Branch
Ontario Ministry of Tourism and Recreation

James Harpell (HL)
Councilor
Municipality of the District of St. Mary's
also Chairperson, Recreation Committee

Bev Harris (VL)
Diabetes Education Centre
Annapolis Valley Health

Chad Haughn (SS)
Community School Coordinator
Forest Heights School

Brenda Hiltz (SS)
Chester Basin Garden Club
also Trails Advisory Committee

Lloyd Hines (HL)
Warden
Municipality of the District of Guysborough

Philip Hochman (HL)
Recreation Director
Municipality of the District of Guysborough

Cindy Hynes (CB)
Program Coodinator
Cape Breton Regional Municipality Recreation

Nila Ipson (CN)
Profession, Recreation Administration
Dalhousie University

Peter Jackson (HL)
Trail Designer/Builder
North Shore Development Association
also former Antigonish Hiking and Biking Trails Association

Marilyn Johnston (SS)
Recreation Coordinator
Municipality of Shelburne

Dwight Jones (FD)
Community and Economic Development
Town of Amherst

Milton Jordan (HL)
Warden
Municipality of District of St. Mary's

Tara Kerr (FD)
Area Recreation Coordinator
Municipality of East Hants

Andy Kirk (VL)
Deputy Mayor
Town of Windsor

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Town of Windsor

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HRM

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Director, UCCB
Cape Breton Wellness Centre

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Town of Shelburne

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Municipality of Kings County

Dale MacArthur (VL)
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Central and Eastern Kings CHBs

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Warden
Municipality of the County of Pictou

Allan MacDonald (CB)
President, also CB coord for Trans Canada trail
Ceilidh Coastal Trail Association

Hub MacDonald (SS)
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VP, Community Health
Colchester East Hants Health Authority

Heather MacDougall (CB)
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Blaise MacEachern (CB)
President
Judique Flyer Trails Association

Gerard MacIsaac (HL)
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Lauchie MacIsaac (HL)
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Town of Mahone Bay

Doug MacKenzie (FD)
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Jordan MacKenzie (VL)
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Wayne Rock (SS)
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